

# **ROCKBRIDGE COUNTY CITY OF LEXINGTON CITY OF BUENA VISTA**



# **EMERGENCY OPERATIONS PLAN**

**OCTOBER 2014**

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## **Executive Summary**

Pursuant to the Code of Virginia §44-146.20, Rockbridge County, City of Buena Vista, and the City of Lexington have combined their efforts in planning and responding to emergencies and disasters through adoption of a combined Emergency Operations Plan.

The plan is an accurate and appropriate reflection of how all three governments will address natural and man-made disasters and events as they develop. The revised plan is based on current resources available at the local level.

The plan has been formatted to conform to the recommendations of the Virginia Department of Emergency Management, the National Response Framework (NRF), the National Incident Management System (NIMS), and the Incident Command System (ICS).

The EOP consists of a Basic Plan followed by the Emergency Support Functions (ESFs), and Support Annexes.

The Basic Plan establishes the legal and organizational basis for emergency operations in all three governments to effectively respond to and recover from all-hazards and emergency situations.

The Emergency Support Functions group resources and capabilities into functional areas to serve as the primary mechanisms for providing assistance at the operational level. The ESF structure results in improved effectiveness and efficiency in mitigation, preparedness, response, and recovery operations.

The Support Annexes describes the framework through which local departments and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate and execute the common functional processes and administrative requirements necessary to ensure efficient incident management. The actions described in the Support Annexes are not limited to particular types of events but are overarching in nature and applicable to nearly every type of incident. In addition, they may support several ESFs.

In addition to the Executive Summary, included in the Basic Plan is a resolution of adoption from each governing body. The purposes of these resolutions are two-fold. First, it serves as the format for formal adoption of the Emergency Operations Plan. Second, it charges and authorizes the Director or his/her designee with the responsibility of maintaining this plan over the next four (4) years, when it will once again come before all three governing bodies for adoption.

# I. Introduction

Rockbridge County, City of Buena Vista, and the City of Lexington are vulnerable to a variety of hazards such as flooding, drought, hurricanes, and severe winter storms. To respond effectively to any emergency of a size or complexity beyond routine response systems, it is critical that all public officials, departments and agencies, non-governmental emergency organizations and the public understand their roles and responsibilities. These non-routine responsibilities begin as the incident is recognized and response ensues, and become particularly important as command organizes beyond the initial reactive phase of first responders.

A planned-for and coordinated response on the part of state and local officials in support of in-the-field emergency responders can save lives, protect property, and more quickly restore essential services. The foundation for this coordinated response is established through the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan (EOP). The *"Commonwealth of Virginia Emergency Services and Disaster Laws of 2000"*, as amended (Code of Virginia, § 44-146.13 to 44-146.29:2) requires that state and local governments develop and maintain current Emergency Operations Plans (EOP) in order to be prepared for such events.

The Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan (EOP) consists of a basic plan followed by the Emergency Support Functions, and Support Annexes.

## Plan Preface

The following items are included in the Rockbridge County/City of Buena Vista/City of Lexington EOP:

- Table of contents
- Promulgation statement
- Executive Summary
- Record of changes
- Distribution list
- Basic Plan
- Emergency Support Functions
- Support Annexes

## Purpose and Scope

The purpose of the Basic Plan is to establish the legal and organizational basis for operations in Rockbridge County, City of Buena Vista, and the City of Lexington to effectively respond to and recover from all-hazards disasters and/or emergency situations. It assigns broad responsibilities to local government agencies and support organizations for disaster prevention, preparedness, response, and recovery operations. These responsibilities are generally extensions of normal, day-to-day functions involving the same personnel and material resources.

The EOP employs a multi-agency operational structure based upon the principles of the National Incident Management System (NIMS) / Incident Command System (ICS) to manage, coordinate and direct resources committed to an incident. Rockbridge County, City of Buena Vista, and City of Lexington are practitioners of NIMS and are committed to insuring that required trainings are provided to all persons with direct responsibility for implementing the plan and critical functions within the plan. Supporting plans for all-hazards disasters set forth the concepts and procedures whereby all three governments can effectively apply available resources to insure that casualties and property damage will be minimized and those essential services will be restored as soon as possible following an emergency or disaster situation.

The Emergency Operations Plan (EOP) identifies a range of disasters that could possibly occur in or near this locality. The EOP works to anticipate the needs that the jurisdiction might experience during an incident and

provides guidance across county/city departments, agencies, and response organizations by describing an overall emergency response system:

- How county departments/agencies will be organized during response to an event, including command authorities;
- Critical actions and interfaces during response and recovery;
- How the interaction between the jurisdiction and regional, state, and federal authorities is managed;
- How the interaction between the jurisdiction and its private partner organizations (hospitals, non-governmental emergency organizations and others) is managed during emergencies; and
- How to handle and manage needs with the resources available.

**The EOP is applicable to all local agencies that may be requested to provide support.**

## II. Planning Situation and Assumptions

### Situation

Rockbridge County, the City of Buena Vista, and the City of Lexington are located in Southwest Virginia. The area has a population of 34,024, based on the 2000 U.S. Census. The area covers over 610 square miles. The following demographics are included in the population estimate:

ROCKBRIDGE COUNTY	
<i>Demographic</i>	<i>Percentages/Numbers</i>
Population	20,808
Persons per Household	2.43
Median Household Income	\$36,035
Median Age of Residents	40.4 years
Persons under 5 years old	1,123
Persons under 18 years old	4,629
Person 65 years old and over	3,259
Persons with a disability, age 5 and older	4,361
Individuals below poverty	1,976
Persons of Caucasian Race	19,856
Persons of African-American Race	617
Persons of Asian Race	92
Persons of Hispanic or Latino Race	120
Persons of Other Race	243
Persons who speak a language other than English	601

Table No. 1 – 2000 Census Demographic Data

CITY OF BUENA VISTA	
<i>Demographic</i>	<i>Percentages/Numbers</i>
Population	6,349
Persons per Household	2.38
Median Household Income, 2007	\$32,410
Median Age of Residents	37.9 years
Persons under 5 years old	392
Persons under 18 years old	1,426
Person 65 years old and over	1,034
Persons with a disability, age 5 and older	1,394
Individuals below poverty	627
Persons of Caucasian Race	5,940
Persons of African-American Race	305
Persons of Asian Race	27
Persons of Hispanic or Latino Race	64
Persons of Other Race	77
Persons who speak a language other than English	161

Table No. 2 – 2000 Census Demographic Data

CITY OF LEXINGTON	
Demographic	Percentages/Numbers
Population	6,867
Persons per Household	2.06
Median Household Income	\$28,982
Median Age of Residents	23.2 years
Persons under 5 years old	205
Persons under 18 years old	755
Person 65 years old and over	1,126
Persons with a disability, age 5 and older	899
Individuals below poverty	995
Persons of Caucasian Race	5,906
Persons of African-American Race	713
Persons of Asian Race	132
Persons of Hispanic or Latino Race	109
Persons of Other Race	114
Persons who speak a language other than English	513

Table No. 3 – 2000 Census Demographic Data

The area is also home to several institutions of higher education: Virginia Military Institute, Washington & Lee University, Southern Virginia University, and Dabney S. Lancaster Community College. All institutions of higher learning are partners in our Regional Emergency Management Advisory Group (EMAG) which is the vehicle that is being used to conduct all planning and response to disasters. Additionally, this group is responsible for all training within the region and serves as the group for planning, conducting, and evaluating exercises within the region. All of these institutions have points of contact with the Emergency Management Coordinators. Two railroad companies cross through the area: Norfolk-Southern and CSX, these railroads pose a significant risk to the area due to the amount of hazardous materials that are shipped on them, and that they transverse a majority of the county and travel through significant populated areas such as Buena Vista. The area also has to major interstates that transverse the county; I-81 and I-64, additionally Route 11, Route 130 and Route 501 are located within the jurisdictions and they are heavy traveled each day with both local residents and visitors to the area. The interstates carry a significant amount of truck travel and we experience several accidents a week; including tractor trailers that may be carrying significant amounts of hazardous materials that require an emergency response and thus affecting travel flow. When accidents occur on the interstates immediately our other primary roads in the region become overwhelmed and thus increasing travel time and also increasing the potential for secondary accidents which easily overwhelm our first responder agencies during this time.

The plan takes into account the increasing risks related to man made hazards, identified through hazardous materials reporting required by the Superfund Amendments and Reauthorization Act of 1986 (SARA). The plan further takes into account, through a review of the *Pre-Hazard Mitigation Plan for Central Shenandoah, Virginia*, the risk levels related to identified hazards and the past and on-going mitigations to address those risks. The chief natural hazards occurring in Rockbridge County, City of Buena Vista, and City of Lexington include flooding, severe snow and ice storms, high winds, and risk of wildfire. The table below indicates the probability of the incidents identified above. Both natural and man-made hazards identified below pose a potential for loss of life, property, agriculture, and infrastructure.



<b>Hazard</b>	<b>Probability</b>
<b>Flooding</b>	<b>Significant</b>
<b>Drought</b>	<b>High</b>
<b>Hurricane</b>	<b>High</b>
<b>Severe Winter Weather</b>	<b>High</b>
<b>Land Subsidence/Karst</b>	<b>Medium</b>
<b>Tornado</b>	<b>Medium</b>
<b>Wildfire</b>	<b>Medium</b>
<b>Landslide</b>	<b>Low</b>
<b>Terrorism</b>	<b>Low</b>
<b>Earthquakes</b>	<b>Low</b>

Table No. 4 – Hazard Ranking from Central Shenandoah Hazard Mitigation Plan

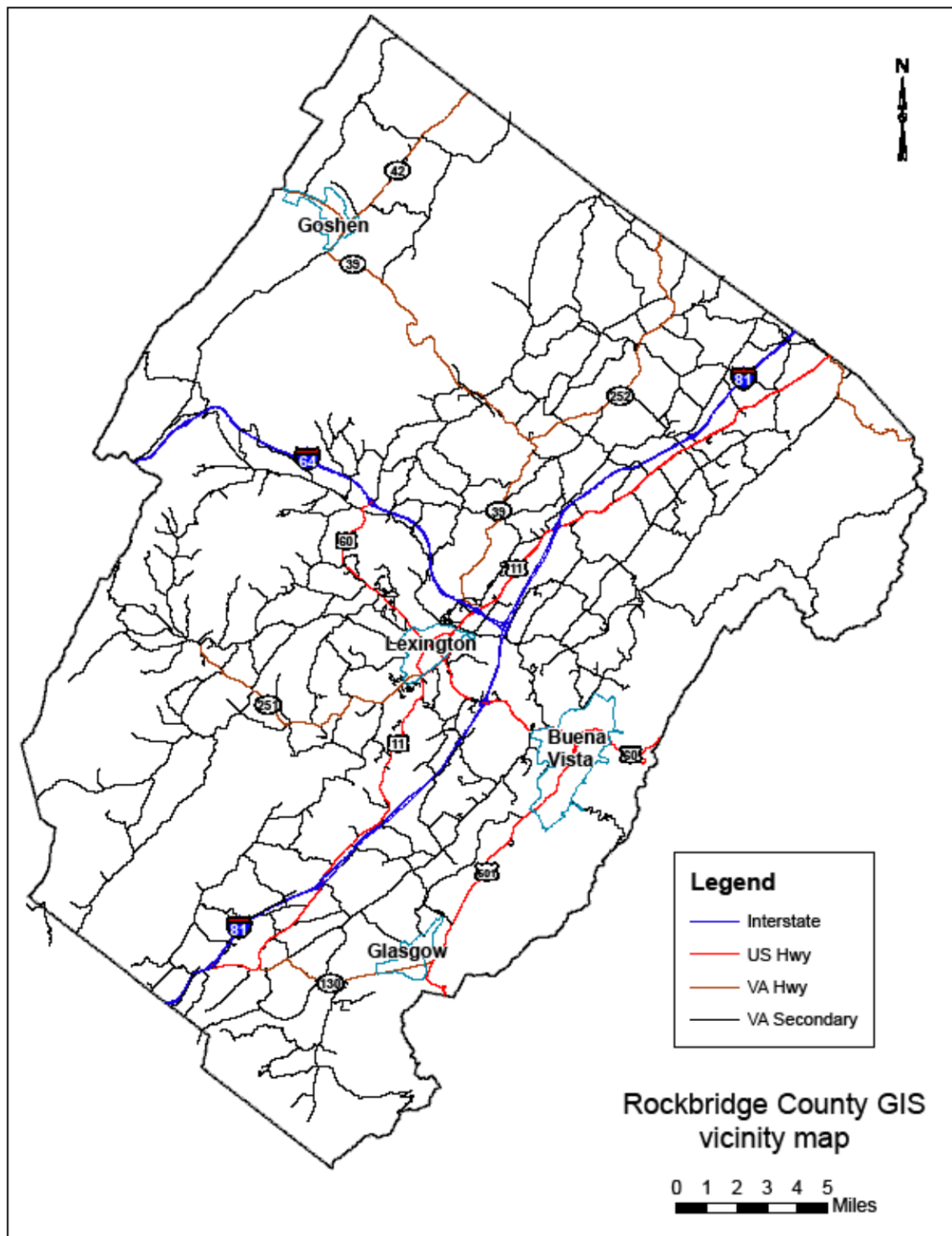
Capability Assessments indicate the strength and knowledge of the personnel in emergency procedures, the importance of the installed and tested emergency alert system throughout the County, and reinforce the need to continue efforts to integrate response with local and state response plans. The Local Capability Assessment for Readiness (LCAR) is a process used to determine community capabilities and limits in order to prepare for and respond to the defined hazards. The LCAR is updated annually, as required by the “Commonwealth of Virginia Emergency Services and Disaster Laws of 2000”, as amended.

## Assumptions

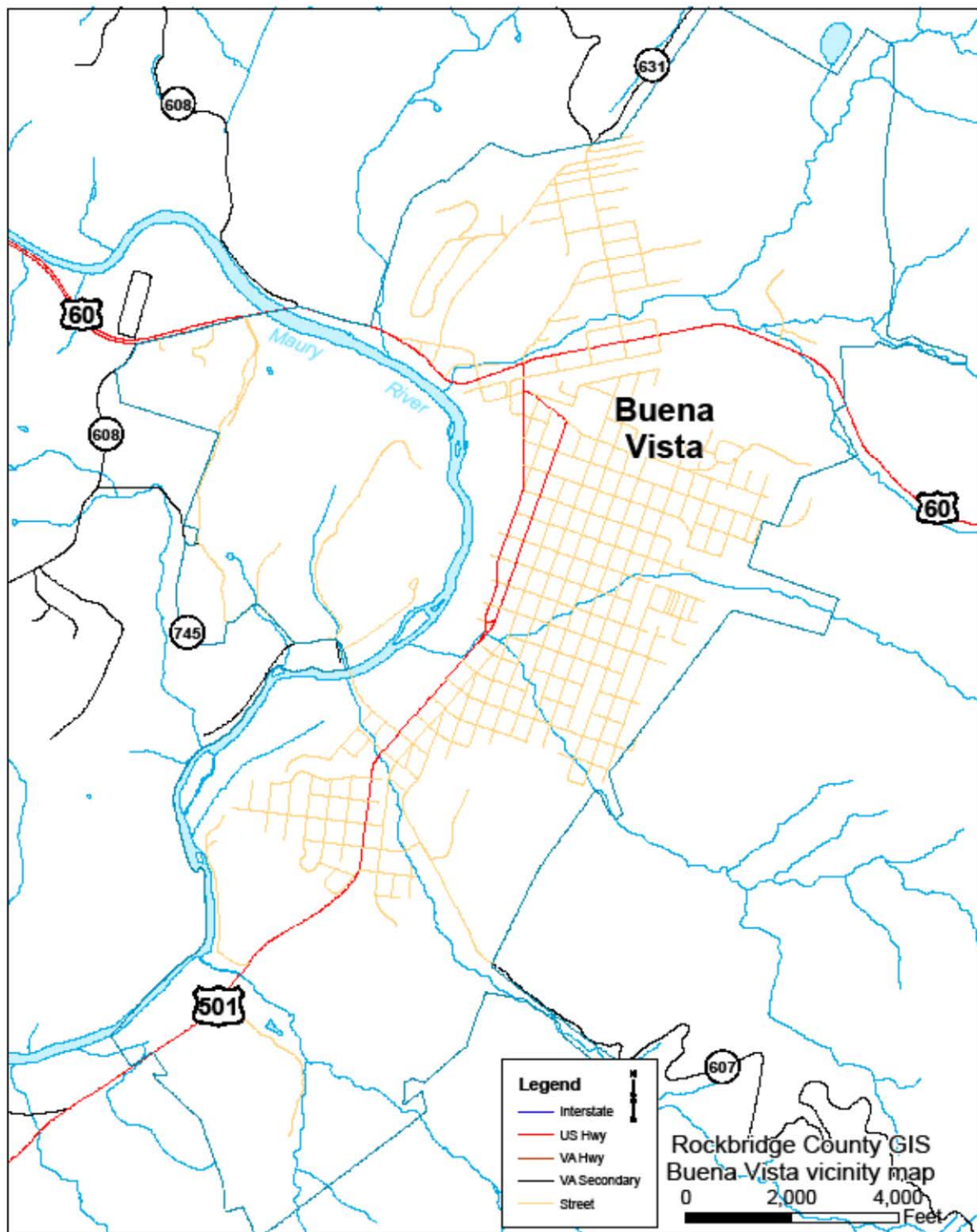
The Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan is based on an all-hazards principle that most emergency response functions are similar regardless of the hazard.

- The Emergency Management Coordinator of each locality will mobilize resources and personnel as required by the situation to save lives, protect property, restore critical infrastructure, insure continuity of government, and facilitate recovery of individuals, families, businesses, and the environment.
- Incidents are managed at the local level.
- All parties will have mutual aid agreements with neighboring jurisdictions.
- Rockbridge County, City of Buena Vista, and City of Lexington uses the National Incident Management System (NIMS) and the Incident Command Structure (ICS).
- Special facilities (schools, nursing homes, adult day care and child care facilities) are required to develop emergency plans, and the Emergency Manager may request the facility to furnish a copy for review as applicable by the *Code of Virginia*.
- Regulated facilities (Superfund Amendments and Re-authorization Act sites posing a specific hazard will develop, coordinate, and furnish emergency plans and procedures to local, county and state departments and agencies as applicable and required by codes, laws, regulations or requirements.

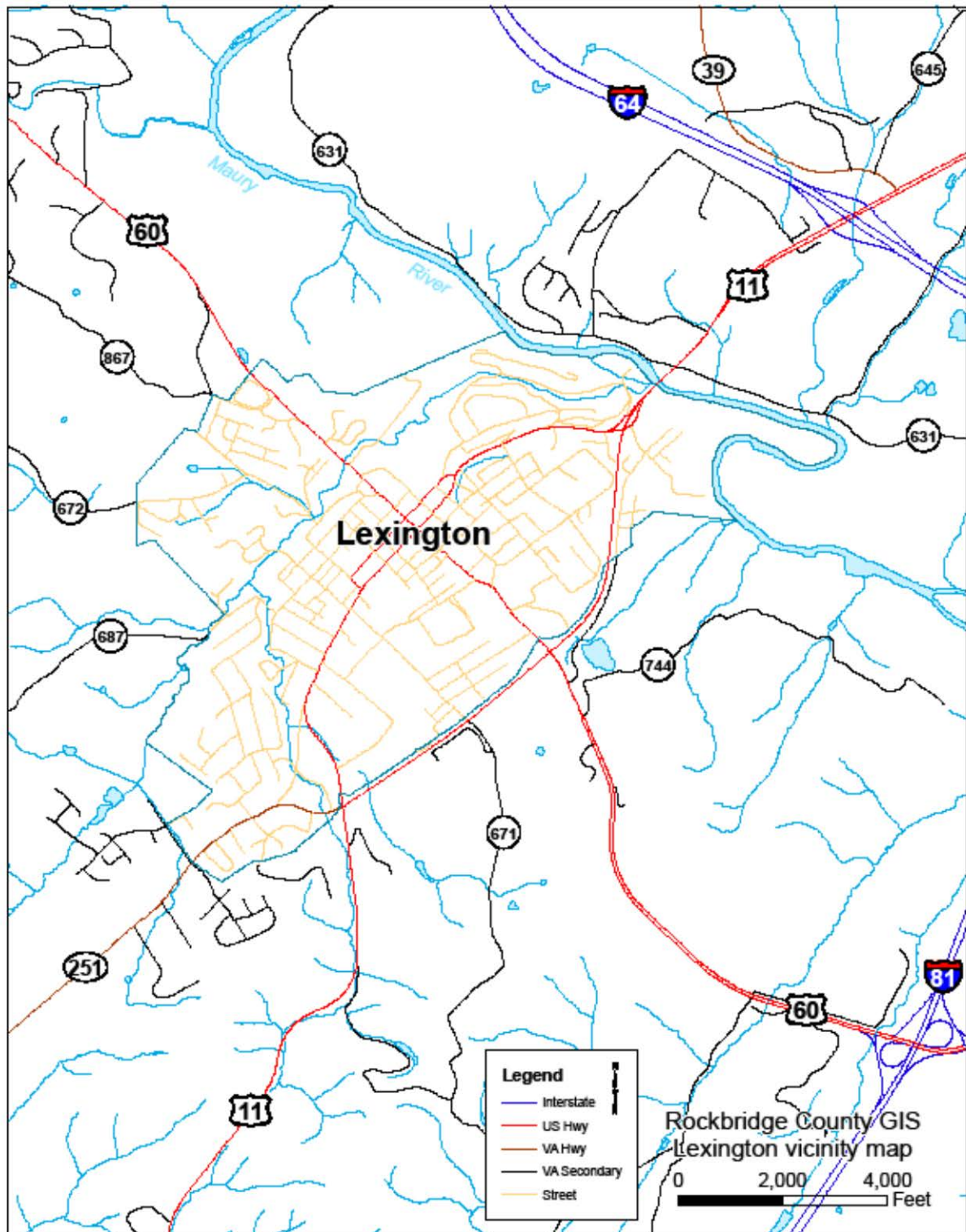
Tab 1 to Planning Situation and Assumptions  
**MAP OF CITY OF ROCKBRIDGE COUNTY**



## Tab 2 to Planning Situation and Assumptions

**MAP OF CITY OF BUENA VISTA**

Tab 3 to Planning Situation and Assumptions

**MAP OF CITY OF LEXINGTON**



### III. Roles and Responsibilities

*The Commonwealth of Virginia Emergency Services and Disaster Law of 2000*, as amended, provides that emergency services organizations and operations are structured around existing constitutional government. Section 44-146.19 of this Code establishes the powers and duties of political subdivisions.

The Emergency Management programs of Rockbridge County, City of Buena Vista, and City of Lexington involves local government officials, local government agencies, private sector and non-profit organizations. Their roles are summarized in the following discussions.

#### Elected Officials

Members of the Rockbridge County Board of Supervisors and Buena Vista and Lexington City Councils are responsible for:

- Protecting the lives and property of citizens;
- Understanding and implementing laws and regulations that support emergency management and response;
- Establishing the local emergency management program;
- Appointing the local emergency manager; and
- Adopting and promulgating the Emergency Operations Plan (EOP).

#### Local Chief Executive Officer

County Administrator of Rockbridge County and the City Managers of Buena Vista and Lexington.

These officers are responsible for:

- Coordinating local resources to address the incident;
- Establishing a curfew;
- Directing evacuations;
- In coordination with the District Health Director, ordering a quarantine;
- Providing leadership; and
- Communicating information to the public.

#### Director of Emergency Management

The Rockbridge County Director of Emergency Management shall be the County Administrator. The Director of Emergency Management for the City of Buena Vista is the City Manager. The Director of Emergency Management for the City of Lexington is the City Manager. He/She is responsible for:

- Determining the need to evacuate endangered areas;
- Exercising direction and control from the EOC during disaster operations; and
- Overall responsibility for maintaining and updating the plan.

#### Emergency Management Coordinator

The Emergency Management Coordinator is appointed by the local governing body. The Coordinator has the day-to-day responsibility for overseeing emergency management programs and activities, including:

- Assessing the availability and readiness of local resources most likely required during an incident;
- Developing mutual aid agreements to support the response to an incident;
- Coordinating damage assessments during an incident;
- Advising and informing local officials about emergency management activities during an incident;
- Developing and executing public awareness and education programs;
- Conducting exercises to test plans and systems and obtain lessons learned;
- Involving the private sector and nongovernmental organizations in planning, training, and exercises;
- Maintaining the local EOC in a constant state of readiness;

- Developing and maintaining the Emergency Operations Plan (EOP), ensuring the plan takes into account the needs of the jurisdiction, including persons, property, structures, individuals with special needs, and household pets;
- Assuming certain duties in the absence of the director of emergency management; and
- Ensuring that the EOP is reviewed, revised and adopted every four years.

### **Local Government Agencies**

Local department and agency heads collaborate with the emergency manager during development of the EOP and provide key response resources. Participation in the planning process ensures that specific capabilities (e.g., firefighting, law enforcement, emergency medical services, public works, and public health) are integrated into the EOP. These department and agency heads develop, plan, and train to internal policies and procedures to meet response and recovery needs safely. They also participate in interagency training and exercises to develop and maintain their capabilities. Local departments and agencies participate in the Emergency Support Function (ESF) structure as coordinators, primary response agencies, and/or support agencies as required to support incident management activities, such as:

- Develop and maintain detailed plans and standard operating procedures (SOPs);
- Identify sources of emergency supplies, equipment and transportation;
- Negotiate and maintain mutual aid agreements which are identified in the plan;
- Maintain records of disaster related expenditures and appropriate documentation;
- Protect and preserve records essential for the continuity of government; and
- Establish and maintain list of succession of key emergency personnel.

### **Emergency Support Functions (ESFs)**

An ESF is a grouping of government and certain private-sector capabilities into an organizational structure to provide support, resources, program implementation, and emergency services that are most likely to be needed during incidents. Operating agencies and local departments participate in the Emergency Support Functions (ESF) structure as coordinators, primary response agencies, and/or support agencies and/or as required to support incident management activities. Rockbridge County, City of Buena Vista, and City of Lexington identifies the primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on the resources and capabilities in a given functional area. (See Appendix 1 – Matrix of Responsibilities) Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies can be found in the introduction to the ESF Annexes. Note that not all incidents result in the activation of the ESFs. It is possible an incident may be addressed without activating the ESFs. The ESFs are responsible for::

- Developing and maintaining detailed plans and Standard Operating Procedures (SOPs) to support their functional requirements;
- Identifying sources of emergency supplies, equipment and transportation;
- Maintaining accurate records of disaster-related expenditure and documentation;
- Protecting and preserving records essential for continuity of government; and
- Establishing a line of successions for key emergency personnel.

### **Nongovernmental and Volunteer Organizations**

Nongovernmental organizations collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. These resources when available will be integrated into the regional operations, and will be incorporated into an ESF to support critical functions as best suited by their skill set.

### **Private Sector**

Private sector organizations play a key role before, during, and after an incident. They must provide for the welfare and protection of their employees in the workplace. The Emergency Management Coordinator must

work with businesses that provide water, power, communications, transportation, medical care, security, and numerous other services upon which both response and recovery are dependent. Primary and support agencies coordinate with the private sector to effectively share information, form courses of action, and incorporate available resources to prevent, prepare for, respond to, and recover from disasters.

The roles, responsibilities and participation of the private sector during disaster vary based on the nature of the organization and the type and impact of the disaster. The four distinct roles of the private sector organizations are summarized below.

<b>Type of Organization</b>	<b>Role</b>
Impacted Organization or Infrastructure	Private sector organizations may be affected by direct or indirect consequences of the incident, including privately owned critical infrastructure, key resources, and those main private sector organizations that are significant to local economic recovery. Examples of privately owned infrastructure include transportation, telecommunications, private utilities, financial institutions, and hospitals.
Response Resource	Private sector organizations provide response resources (donated or compensated) during an incident—including specialized teams, equipment, and advanced technologies—through local public-private emergency plans, mutual aid agreements, or incident specific requests from local government and private sector volunteered initiatives.
Regulated and/or Responsible Party	Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs.
Local Emergency Organization Member	Private sector organizations may serve as an active partner in local emergency preparedness and response organizations and activities, such as membership on the Local Emergency Planning Committee.

*Table No. 3 – Private Sector Roles*

Private sector organizations support emergency management by sharing information with the local government, identifying risks, performing vulnerability assessments, developing emergency response and business continuity plans, enhancing their overall readiness, implementing appropriate prevention and protection programs, and donating or otherwise providing goods and services through contractual arrangement or government purchases to assist in response and recovery activities. Private sector organizations are encouraged to develop and maintain capabilities to respond and to manage a complete spectrum of incidents and emergencies. Rockbridge County, City of Buena Vista, and City of Lexington maintain ongoing interaction with the critical infrastructure and key resources and industries to provide coordination of prevention, preparedness, response and recovery activities. Private sector representatives should be included in planning and exercises.

### **Citizen involvement**

Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery, and mitigation. Currently the region has a Citizens Corps Council, which is coordinated through the CSPD. The Citizen Corps brings these groups together and focuses efforts of individuals through education, training, and volunteer services to help make communities safer, stronger, and better prepared to address all-hazards incidents. The Citizen Corps works through a national

network of state and local Citizen Corps Councils, which bring together leaders from law enforcement, fire, emergency medical, and other emergency management volunteer organizations, local elected officials, the private sector, and other community stakeholders.

The Citizen Corps Council implements the Community Emergency Response Teams (CERT), Medical Reserve Corps (MRC), Neighborhood Watch, Volunteers in Police Service, and the affiliate programs and provides opportunities for special skills and interests. These programs develop targeted outreach for special needs groups and organize special projects and community events.

## **Individuals and Households**

Although not formally a part of emergency management operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in and around their homes, such as raising utilities above flood level;
- Preparing an emergency supply kit and household emergency plan, including supplies for household pets and service animals;
- Monitoring emergency communications carefully to reduce their risk of injury, keep emergency routes open, and reduce demands on landline and cellular communication;
- Volunteering with an established organization to become part of the emergency management system and ensure that their efforts are directed where they are needed most; and
- Enrolling in emergency response training courses to enable them to take initial response actions required to take care of themselves and their households.



## IV. Concept of Operations

### General

This section describes the local coordinating structures, processes, and protocols employed to manage incidents. These coordinating structures and processes are designed to enable execution of the responsibilities of local government through the appropriate departments and agencies, and to integrate State, Federal, nongovernmental organizations and private sector efforts into a comprehensive approach to incident management.

1. The Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended, provides that emergency services organizations and operations will be structured around existing constitutional government. Rockbridge County's organization, along with the City of Buena Vista, and the City of Lexington, for emergency operations consists of existing government departments, non-governmental, and private sector emergency response organizations.
2. The Director of Emergency Management is the County Administrator in Rockbridge County, and the City Manager in both Buena Vista and Lexington. The day-to-day activities of the emergency preparedness program have been delegated to the Emergency Management Coordinator of each respective government. The Director, in conjunction with the Coordinator, will direct and control emergency operations in time of emergency and issue directives to other services and organizations concerning disaster preparedness and be responsible for emergency public information.
3. The Emergency Management Coordinator, assisted by department heads, will develop and maintain a primary Emergency Operations Center (EOC) from which to direct operations in time of emergency. Due to the fact that all three localities use the same resources for help in times of emergency and disaster it has been agreed that if any emergency or disaster occurs within the boundaries Rockbridge County, City of Buena Vista, and City of Lexington; that all three governments will cooperate to handle the situation. Depending upon the location of the emergency/disaster, the determination of where to open a combined EOC will be decided by Unified Command, consisting of the Emergency Management Coordinators of Rockbridge County, City of Buena Vista, and City of Lexington. Each locality will maintain an EOC. This serves as measure of redundancy with equipment and staff. The three primary EOCs are located at: Rockbridge County & the Cities of Lexington and Buena Vista: Lexington Police Department, 11 Fuller Street, Lexington, VA.
4. The day-to-day activities of the emergency management program, for which the Emergency Management Coordinator is responsible, include developing and maintaining an Emergency Operations Plan, maintaining the EOC in a constant state of readiness, and other responsibilities as outlined in local and state regulation.
5. The Director of Emergency Management or, in their absence, the Emergency Management Coordinator will determine the need to evacuate large areas and will issue orders for evacuation or other protective action as needed. Local law enforcement will implement evacuation and provide security for the evacuated area. In the event of a hazardous materials incident, the local Fire Chief or his representative on the scene should implement immediate protective action to include evacuation as appropriate.
6. Succession to the Director of Emergency Management shall be the Mayor or Chairman of the Board of Supervisors.

7. The heads of all government departments and agencies will maintain plans and procedures in order to be prepared to effectively accomplish their assigned responsibilities.
8. The Emergency Management Coordinator will assure compatibility between the Emergency Operations Plan and the plans and procedures of key facilities and private organizations within the county as appropriate.
9. The local government must be prepared to bear the initial impact of a disaster on its own. Help may not be immediately available from the state or federal government after a natural or man-made disaster. All appropriate locally available forces and resources will be fully committed before requesting assistance from the state. Requests for assistance will be made through the State EOC to the State Coordinator.
10. The Director of Emergency Management or, in his absence, the Emergency Management Coordinator, with support from designated local officials, will exercise direction and control from the EOC during disaster operations. The EOC may be partially or fully staffed depending on type and scope of the disaster. The EOC will provide logistical and administrative support to response personnel deployed to the disaster site(s). Available warning time will be used to implement increased readiness measures, which will insure maximum protection of the population, property, and supplies from the effects of threatened disasters.
11. The heads of government departments/agencies will develop and maintain detailed plans and standing operating procedures necessary for their departments to effectively accomplish their assigned tasks. Department and agency heads will identify sources from which emergency supplies, equipment, and transportation may be obtained promptly when required. Accurate records of disaster-related expenditures will be maintained. All disaster-related expenditures will be documented to provide a basis for reimbursement if federal disaster assistance is needed. In time of emergency, the heads of county/city offices, departments, and agencies will continue to be responsible for the protection and preservation of records essential for the continuity of government operations. Department and agency heads will establish lists of succession of key emergency personnel.
12. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be redirected to accomplish the emergency task by the agency concerned.
13. In the event an incident exceeds local emergency response capabilities, outside assistance is available, either through mutual support agreements with nearby jurisdictions and volunteer emergency organizations or, through the Virginia Emergency Operations Center (VEOC). A local emergency must be declared and local resources must be fully committed before state and federal assistance is requested.

### **Concurrent Implementation of Other Plans**

The Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan (EOP) is the core plan for managing incidents and details the local coordinating structures and processes used during incidents. Other supplemental agency and interagency plans provide details on the authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, wild land fires, etc.). In many cases these local agencies manage incidents under these plans using their authorities. These supplemental agency or interagency plans may be implemented concurrently with the EOP, but are subordinated to the overarching core coordinating structures, processes, and protocols detailed in the EOP.

## Organizational Structure

In accordance with the National Incident Management System (NIMS) process, resource and policy issues are addressed at the lowest possible organizational level. If issues cannot be resolved at that level, they are forwarded up to the next level. Reflecting the NIMS construct and in alignment with the National Response Framework (NRF), the EOP includes the following command and coordination structures:

- Incident Command Posts, on-scene using the Incident Command System;
- Area Command (if needed);
- Emergency Operations Centers;
- Emergency Support Functions;
- Joint Field Office (JFO), which is responsible for coordinating Federal assistance supporting incident management activities locally;
- Local Department of Emergency Management;
- Director of Emergency Management;
- Coordinator of Emergency Management; and
- Incident Commander

## Emergency Operations Center (EOC)

When the local Emergency Operations Center (EOC) is activated, the emergency manager will coordinate with the incident commander to ensure a consistent response:

- EOC follows the Incident Command System (ICS) structure and
- The Emergency Support Functions (ESFs) are aligned with ICS staff.

The Incident Command System ensures:

- Manageable span of control (3 to 7 staff; optimum is 5);
- Personnel accountability (each person reports to only one person in the chain of command); and
- Functional positions staffed only when needed (responsibilities for any positions that are not staffed remain with the next higher filled position)

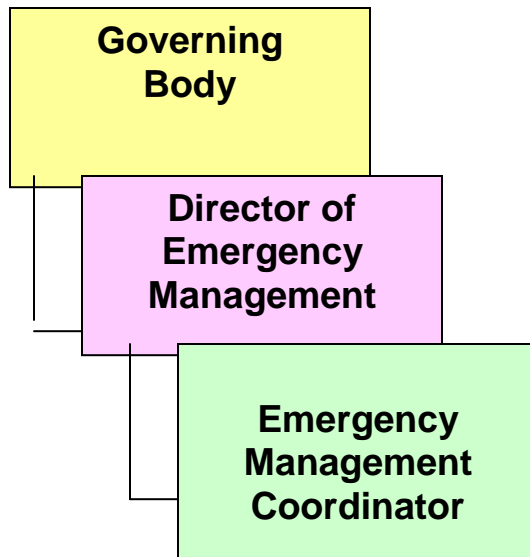
The diagram on page 21 represents the EOC staff. Additional details on the EOC function can be found in the ESF # 5 Annex.

## Disaster Field Office (DFO) - Local

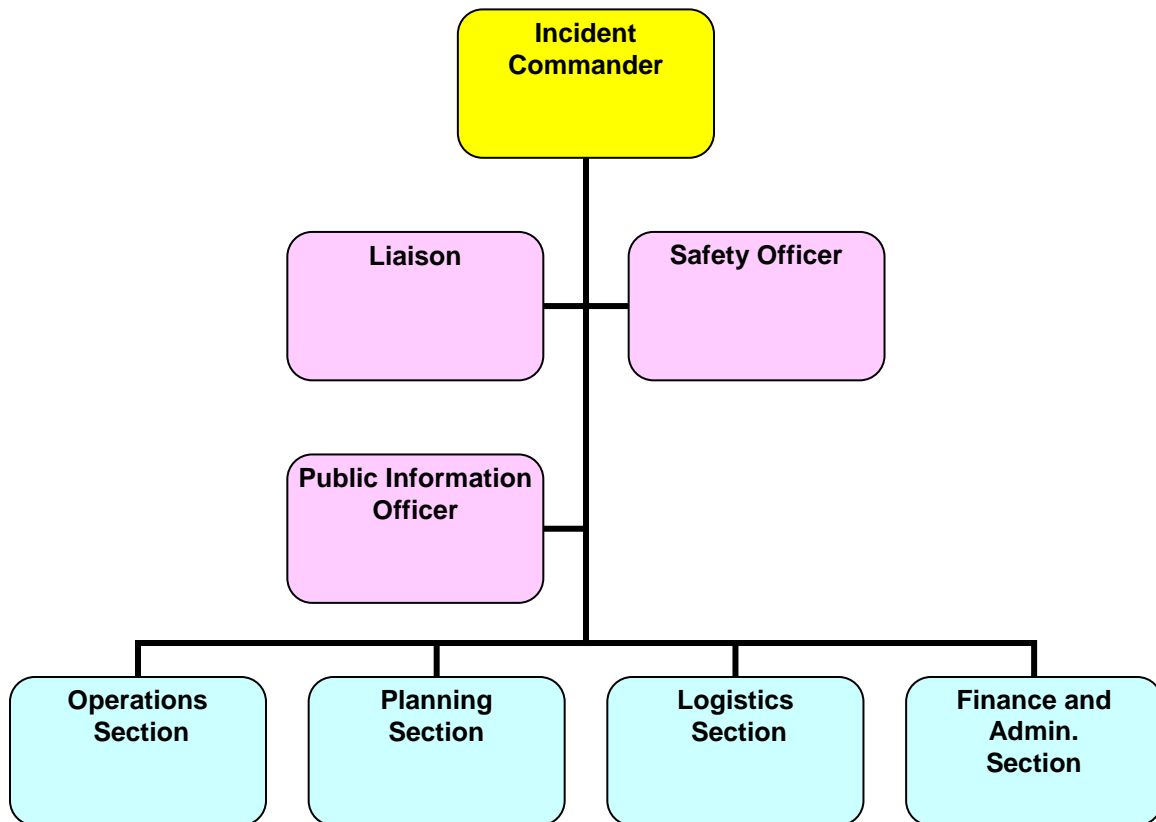
The Disaster Field Office (DFO) is responsible for coordinating Disaster assistance supporting incident management activities locally. Activities at the DFO primarily focus on recovery operations; however, a DFO may be operating simultaneously with a local EOC during response operations.

Additional details on the programs and services coordinated from the DFO are available in Emergency Support Function #14 Annex.

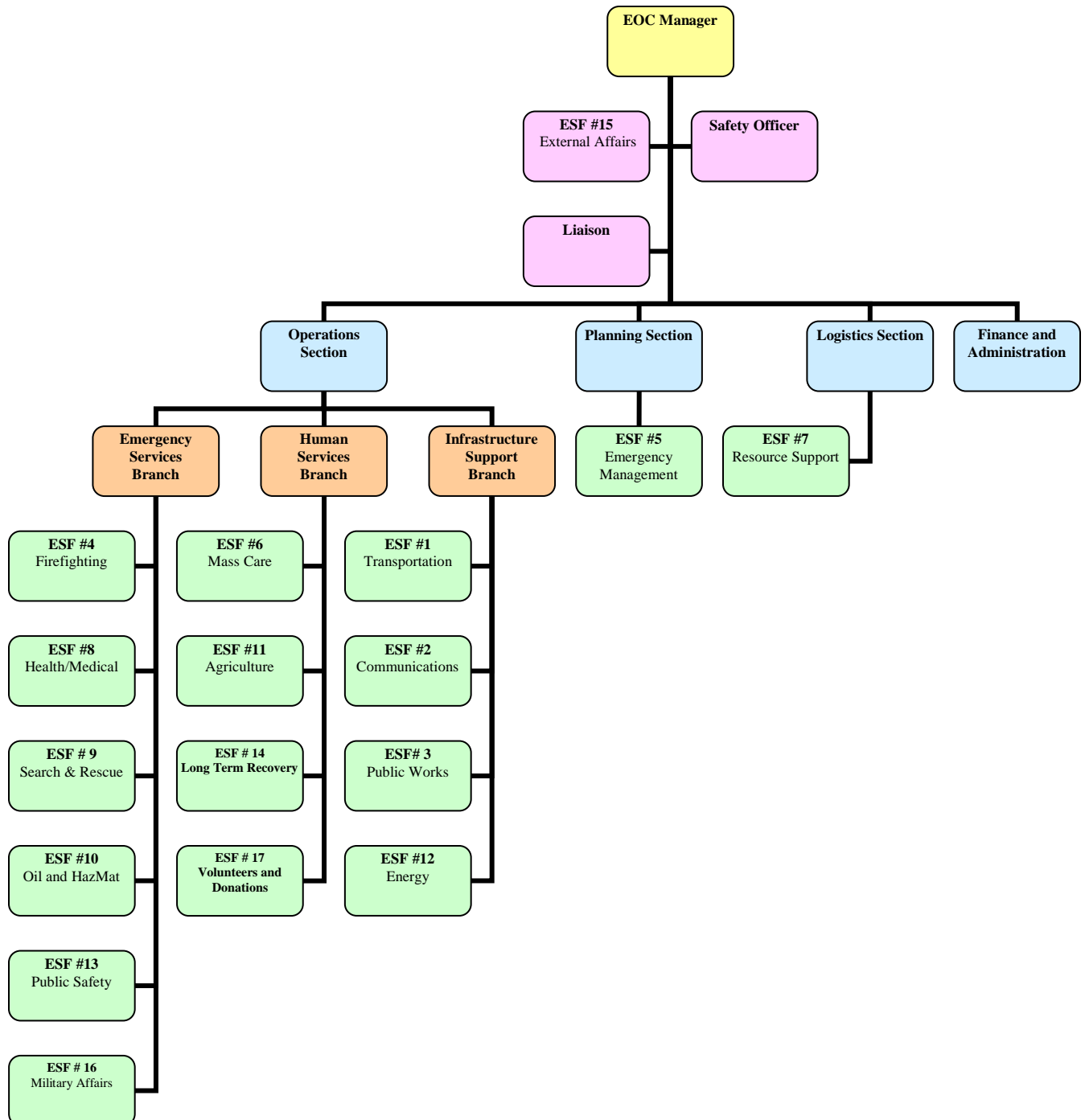
## ROCKBRIDGE COUNTY/CITY OF BUENA VISTA/CITY OF LEXINGTON ORGANIZATIONAL STRUCTURE



## ROCKBRIDGE COUNTY/CITY OF BUENA VISTA/CITY OF LEXINGTON INCIDENT COMMAND SYSTEM STRUCTURE



## ROCKBRIDGE COUNTY/CITY OF BUENA VISTA/CITY OF LEXINGTON MERCURY OPERATIONS CENTER STRUCTURE



## **Sequence of Action**

This section describes incident management actions ranging from initial threat notification, to early coordination efforts to assess and disrupt the threat, to preparatory activation of the ESF structure, to deployment of resources in support of incident response and recovery operations. These actions do not necessarily occur in sequential order; many may be undertaken concurrently in response to single or multiple threats or incidents.

## **Non-emergency/Normal Operations**

These are actions that are implemented during non-emergency or disaster periods that will prepare Rockbridge County, City of Buena Vista, and City of Lexington for potential emergency response if necessary:

- Public information and educational materials will be provided to the public via municipal newsletters, brochures, publications in telephone directories, municipal web-sites and other media;
- Develop, review and exercise emergency operations plans and standard operating procedures;
- Assure the viability and accuracy of emergency contact lists, resource lists and emergency contracts; and
- Conduct response and incident management training.

## **Pre-Incident Actions**

These are actions that are implemented if the Emergency Management Coordinator receives notice of a potential emergency from the federal Homeland Security Advisory System, National Weather Service watches and warnings or other reliable sources.

Some issues to consider at this point in the incident are:

- Communication alert & warning;
- Public health and safety;
- Responder health and safety;
- Property protection;
- Possible partial activation of the EOC;
- Brief the local governing body of the impending situation;
- Alert emergency response personnel and develop a staffing pattern;
- Coordinate with external agencies (i.e. Health Department, American Red Cross, etc.); and
- Determine any protective action measures that need to be implemented in preparation for the situation.

## **Response Actions**

These actions are taken to preserve life, property, the environment, and the social, economic, and political structure of the community. Some issues to consider at this point in the incident are:

- Law enforcement;
- Protection of responder health and safety;
- Fire;
- Emergency medical services;
- Evacuations;
- Dissemination of public information;
- Actions to minimize additional damage;
- Urban search and rescue;
- Public health and medical services;

- Distribution of emergency supplies;
- Debris clearance;
- Protection and restoration of critical infrastructure;
- Daily functions of the government that do not contribute directly to the emergency operation may be suspended for the duration of the emergency response;
- Efforts and resources may be redirected to accomplish an emergency task;
- Implement evacuation orders as needed;
- Open and staff emergency shelters as needed; and
- Submit Situation Reports to the Virginia Emergency Operations Center (VEOC).

Once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations, and if applicable, hazard mitigation.

### **Recovery Actions**

These actions occur after the initial response has been implemented. These actions should assist individuals and communities return to normal as much as feasible. During the recovery period, some of the issues that will need to be addressed are:

- Preliminary damage assessment—within 72 hours if impact, complete and submit an Initial Damage Assessment (IDA) to the VEOC;
- Assess local infrastructure and determine viability for re-entry of residents;
- Begin immediate repairs to electric, water, and sewer lines and pumping stations;
- Assess long-term recovery needs
- Begin cleanup and restoration of public facilities, businesses, and residences;
- Re-establishment of habitats and prevention of subsequent damage to natural resources; and
- Protection of cultural or archeological sites during other recovery operations.

A Joint Field Office (JFO) may open to assist those impacted by the disaster if the event is declared a Federal Disaster. The JFO is the central coordination point among Federal, State and Local agencies and voluntary organizations for delivering recovery assistance programs.

### **Mitigation Actions**

These actions are completed to reduce or eliminate long-term risk to people and property from hazards and their side effects. During the mitigation process, these issues will need to be addressed:

- Review the All-Hazard Mitigation Plan and update as necessary any mitigation actions that could be of assistance in preventing similar impacts for a future disaster.
- Work with the Virginia Department of Emergency Management Mitigation Program to develop mitigation grant projects to assist in the most at risk areas.
- Grant programs for loss reduction measures (if available);
- Delivery of loss reduction building-science expertise;
- Coordination of Federal Flood Insurance operations and integration of mitigation with other program efforts;
- Conducting flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs;
- Predictive modeling to protect critical assets;
- Early documentation of losses avoided due to previous hazard mitigation measures; and
- Community education and outreach necessary to foster loss reduction.
- Implement mitigation measures in the rebuilding of infrastructure damaged in the event



## **Declaration of a Local Emergency**

The governing body shall declare by resolution an emergency to exist whenever the **threat** or **actual occurrence** of a disaster is or threatens to be of sufficient severity and magnitude to require significant expenditure and a coordinated response in order to prevent or alleviate damage, loss, hardship or suffering. A local emergency may be declared by the Director of Emergency Management with the consent of the local governing board. If the governing body cannot convene due to the disaster or other exigent circumstances, the director or in his absence the deputy director shall declare the existence of an emergency, subject to the confirmation by the governing board within 14 days of the declaration (Title 44-146.21 Code of Virginia).

A declaration of a local emergency as defined in 44-146.16 shall activate Rockbridge County/City of Buena Vista/City of Lexington EOP and authorize the furnishing of aid and assistance thereunder (Title 44-146.21(b)).

A declaration of a local emergency by a governing body is only binding upon the locality upon which that body governs. For all three localities to declare a local emergency, each governing body must declare that emergency separately.

## **Activation of the Emergency Operations Center (EOC)**

The Emergency Management Coordinator may activate the EOC if the following conditions exist:

- There is an imminent threat to public safety or health on a large scale;
- An extensive multiagency/jurisdiction response and coordination will be required to resolve or recover from the emergency or disaster event;
- The disaster affects multiple political subdivisions within counties or cities that rely on the same resources to resolve major emergency events; and/or
- The local emergency ordinances are implemented to control the major emergency or disaster event.

Availability of staff and operational needs may allow or require positions to be combined, or positions to not be filled (responsibilities held by the next higher position).

Communication, Alert and Warning will be provided to the public via the Emergency Alert System (EAS) and Alert Rockbridge. Other systems will be used as available to include door to door notifications, loud speakers, television, radio, and the internet.

## V. Finance and Administration

Each locality's Finance Department will ensure the necessary management controls, budget authorities, and accounting procedures are in place to provide the necessary funding in a timely manner to conduct emergency operations, document expenditures, and maximize state and federal assistance following the disaster.

The Director of Emergency Management must notify the Finance Director or designee that a local emergency or disaster has been declared in accordance with the provisions set forth in *Section 44-146.21 of the Virginia Emergency Services and Disaster Law of 2000, as amended*.

### Concept of Operations

- A. In an emergency situation as defined by the Emergency Operations Plan (EOP), the Finance Director or designee will be responsible for expediting the process of purchasing necessary capital items. Verbal approval will replace the usual written budget change request process; however, the budget change requests must be documented at a later time. The Director of Emergency Management or designee must request verbal approval of funding.
- B. The Finance Director or designee would permit over-spending in particular line items (e.g. overtime, materials, and supplies) under emergency circumstances as defined in the EOP. A year-end adjustment can be made if required.
- C. The Finance Department will staff the Emergency Operations Center's Finance and Administration Section during emergency operations. This section will work with the Emergency Support Functions (ESF) to facilitate needed purchases.
- D. The Director of Emergency Management or designee must define disaster related expenditures for the Finance Section and the appropriate length of time these disaster-related expenditures will be incurred. All disaster related expenditures must be documented in order to be eligible for post-disaster reimbursement from the Commonwealth of Virginia or Federal government. The Finance Department will implement record keeping of all incurred expenses throughout the emergency/disaster period. This office will also assist in compilation of information for the "Report of Disaster-Related Expenditures" as required.
- E. The Finance Department will work with ESF #7 - Resource Management – to track resource needs, purchases, equipment, and personnel, utilizing electronic software to the extent possible.
- F. Employees must complete times sheets, to include overtime hours worked, during disaster response and recovery operations. Copies of employee time sheets must be signed by their immediate supervisor or the EOC Manager, as appropriate.
- G. The Chief Administrative Officer (county administrator/city manager) of each locality may re-assign local government employees, as needed, to maintain continuity of government during disaster response and recovery operations.
- H. Each locality has mutual aid agreements in place with local volunteer and non-governmental agencies for use of facilities, food, equipment, etc. during disaster response and recovery operations. Rockbridge County, City of Buena Vista, and the City of Lexington also participate in the Statewide Mutual Aid (SMA) Agreement, which provides for requesting goods, services, personnel, and equipment through the Virginia Emergency Operations Center. Mutual Aid Agreements are referenced in ESF #7.

**Actions**

- Develop, maintain, and disseminate budget and management procedures to ensure the prompt and efficient disbursement and accounting of funds to conduct emergency operations, as well as support and maximize claims of financial assistance from state and federal governments;
- Provide training to familiarize staff with state and federal disaster assistance requirements and forms;
- Instruct all departments to maintain a continuous inventory of supplies on hand at all times;
- Prepare to make emergency purchases of goods and services;
- Inform departments of the procedures to be followed in documenting and reporting disaster related expenditures;
- Implement emergency budget and financial management procedures to expedite the necessary purchases of goods and services to effectively address the situation;
- Track and compile accurate cost records from data submitted by departments and ESFs;
- Prepare and submit disaster assistance applications for reimbursement;
- Assist in the preparation and submission of government insurance claims;
- Work with the County Treasurer to ensure reimbursements are received and reconciled; and
- Update and revise, as necessary, human resource policies and procedures.

## **VI. Plan Maintenance**

### **Coordination**

The Emergency Management Coordinator of each locality will update the Emergency Operations Plan annually. The Coordinator will coordinate with each emergency resource organization and assure the development and maintenance of an appropriate emergency response capability.

The planning team may include the Emergency Management Coordinator, Public Works, representatives from internal agencies such as Finance, Human Resources, etc. External group representatives may include Emergency Medical Services (EMS), Fire, Law Enforcement, Hospitals, Red Cross, Health Department, and others as appropriate.

Rockbridge County, City of Buena Vista, and the City of Lexington will conduct a comprehensive plan review and revision of its EOP every four years, followed by adoption of each governing body to ensure the plan remains current.

Such review shall also be certified in writing to the Virginia Department of Emergency Management (VDEM).

It is the responsibility of the Coordinator of each locality to assure the plan is tested and exercised on a scheduled basis.

## **VII. Exercise and Training**

Trained and knowledgeable personnel are essential for the prompt and proper execution of the Rockbridge County/City of Buena Vista, and City of Lexington Emergency Operations Plan (EOP). The Director of Emergency Management of each locality will ensure all response personnel have a thorough understanding of their assigned responsibilities in a disaster or emergency situation, as well as how their role and responsibilities interface with the other response components of the Rockbridge County/City of Buena Vista/City of Lexington EOP. All personnel will be provided with the necessary training to execute those responsibilities in an effective and responsible manner.

The Emergency Management Coordinator of each locality is responsible for the development, administration, and maintenance of a comprehensive training and exercise program customized to the needs of the citizenry. This program will be designed to attain an acceptable level of emergency preparedness for Rockbridge County, City of Buena Vista, and the City of Lexington.

Training will be based on federal and state guidance. Instructors may be selected from government officials and staff, state and federal governments, private industry, the military, and volunteer groups trained in emergency management. All training and exercises conducted will be documented. Training needs will be identified and records maintained for all personnel assigned emergency response duties in a disaster.

The Emergency Management Coordinator of each locality will develop, plan, and conduct tabletop, functional and/or full scale exercises annually. These exercises will be designed to not only test the EOP, but to train all appropriate officials and personnel, and to improve the overall emergency response organization and capability of Rockbridge County, City of Buena Vista, and the City of Lexington. Quasi-public and volunteer groups and/or agencies will be encouraged to participate. Exercises will be conducted in accordance with the Homeland Security Exercise and Evaluation Program (HSEEP). Rockbridge County, City of Buena Vista, and the City of Lexington may also participate in regional HSEEP exercises, as appropriate.

The Emergency Management Coordinator of each locality will maintain the training and exercise schedule and assure that the appropriate resources are available to complete these activities. All exercises will be done jointly with Rockbridge County, City of Buena Vista, and City of Lexington to maximize efficiency and effectiveness.

Following each exercise or actual event, a hot-wash and After Action Review (AAR) will take place. Strengths and areas for improvement will be identified, addressed and incorporated into an update of the EOP.

## **Appendix 1 – Glossary of Key Terms**

### **Amateur Radio Emergency Services**

A public service organization of licensed amateur radio operators who have voluntarily registered their qualifications and equipment to provide emergency communications for public service events as needed

### **American Red Cross**

A humanitarian organization led by volunteers, that provides relief to victims of disasters and helps prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

### **Command Section**

One of the five functional areas of the Incident Command System. The function of command is to direct, control, or order resources, including people and equipment, to the best possible advantage.

### **Command Post**

That location at which primary Command functions are executed; usually collocated with the Incident Base. Also referred to as the Incident Command Post.

### **Comprehensive Resource Management**

Maximizes the use of available resources, consolidates like resources and reduces the communications load on the Incident Command Operation.

### **Coordination**

The process of systemically analyzing a situation, developing relevant information, and informing appropriate personnel of viable alternatives for selection of the most effective combination of available resources to meet specific objectives.

### **Emergency**

Any occurrence, or threat, whether natural or man-made, which results or may result in substantial injury or harm to the population or substantial damage to or loss of property or natural resources and may involve governmental action beyond that authorized or contemplated by existing law because governmental inaction for the period required to amend the law to meet the exigency would work immediate and irrevocable harm upon the citizens or the environment of the Commonwealth or clearly defined portion or portions thereof.

### **Decontamination**

The process of making people, objects, or areas safe by absorbing, destroying, neutralizing, making harmless, or removing the Hazardous Materials/HAZMAT.

### **Emergency/Disaster/Incident**

An event that demands a crisis response beyond the scope of any single line agency or service and that presents a threat to a community or larger area. An emergency is usually an event that can be controlled within the scope of local capabilities; a major emergency or disaster usually requires resources beyond what is available locally.

### **Emergency Alert System**

A network of broadcast stations interconnecting facilities authorized by the Federal Communications Commission (FCC) to operate in a controlled manner to warn and inform the public of needed protective actions in the event of a disaster or emergency situation.

### **Emergency Operations Center**

A facility from which government directs and controls its emergency operations; where information about the status of the emergency situation is officially collected, assimilated, and reported on; where

coordination among response agencies takes place; and from which outside assistance is officially requested.

**Emergency Operations Plan**

A document which provides for a preplanned and coordinated response in the event of an emergency or disaster situation.

**Emergency Management**

The preparation for and the carrying out of functions (other than functions for which military forces are primarily responsible) to prevent, minimize, and repair injury and damage resulting from natural or manmade disasters. These functions include fire-fighting, police, medical and health, rescue, warning, engineering, communications, evacuation, resource management, plant protection, restoration of public utility services, and other functions related to preserving the public health, safety, and welfare.

**Emergency Support Function**

A functional area of response activity established to facilitate the delivery of Federal assistance required during the immediate response phase of a disaster to save lives, protect property and public health and maintain public safety.

**Exercise**

An activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties, and demonstrate operational capability. There are three specific types of exercises: tabletop, functional, and full scale.

**Evacuation**

Assisting people to move from the path or threat of a disaster to an area of relative safety.

**Federal Disaster Assistance**

Aid to disaster victims and/or state and local governments by federal agencies under provisions of the Robert T. Stafford Relief and Emergency Assistance Act of (PL 93-288).

**Geographic Information System**

A computer system capable of assembling, storing, manipulating, and displaying geographically referenced information, i.e.-data identified according to their locations.

**Hazardous Materials**

Substances or materials which may pose unreasonable risks to health, safety, property, or the environment when used, transported, stored or disposed of, which may include materials which are solid, liquid, or gas. Hazardous materials may include toxic substances, flammable and ignitable materials, explosives, or corrosive materials, and radioactive materials.

**Hazardous Materials Emergency Response Plan**

The plan was developed in response to the requirements of Section 303 (a) of the Emergency Planning and Community Right-to-Know Act (Title III) of Superfund Amendments and Reauthorization Act of 1986. It is intended to be a tool for our community's use in recognizing the risks of a hazardous materials release, in evaluating our preparedness for such an event, and in planning our response and recovery actions. This plan is separate from the county's Emergency Operations Plan.

**Homeland Security Exercise and Evaluation Program**

The Homeland Security Exercise and Evaluation Program (HSEEP) is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning. The HSEEP constitutes a national standard for all exercises. The HSEEP is maintained by the Federal Emergency Management Agency's National Preparedness Directorate, Department of Homeland Security.

**Incident Command System**

A model for disaster response that uses common terminology, modular organization, integrated communications, unified command structure, action planning, manageable span or control, pre-designed facilities, and comprehensive resource management. In ICS there are five functional elements: Command, Operations, Logistics, Planning and Finance/Administration.

**Incident Commander**

The individual responsible for the management of all incident operations.

**Initial Damage Assessment Report**

A report that provides information regarding overall damage to public and private property, thereby providing a basis for emergency declaration and/or disaster assistance.

**Integrated Communications Plan**

This plan coordinates the use of available communications means and establishes frequency assignments for certain functions.

**Local Emergency**

The condition declared by the local governing body when, in its judgment, the threat or actual occurrence of a disaster is or threatens to be of sufficient severity and magnitude to warrant coordinated local government action to prevent, or alleviate loss of life, property damage, or hardship. Only the Governor, upon petition of a local governing body, may declare a local emergency arising wholly or substantially out of a resource shortage when he deems the situation to be of sufficient magnitude to warrant coordinated local government action to prevent or alleviate the hardship or suffering threatened or caused thereby.

**Local Emergency Planning Committee**

Appointed representatives of local government, private industry, business, environmental groups, and emergency response organizations responsible for ensuring that the hazardous materials planning requirements of the Superfund Amendments and Reauthorization Act of 1986 (SARA Title III) are complied with.

**Mitigation**

Activities that actually eliminate or reduce the chance occurrence or the effects of a disaster. Examples of mitigation measures include, but are not limited to, the development of zoning laws and land use ordinances, State building code provisions, regulations and licensing for handling and storage of hazardous materials, and the inspection and enforcement of such ordinances, codes and regulations.

**Mobile Crisis Unit**

A field response team staffed and operated by mental health professionals specially trained in crisis intervention. The Mobile Crisis Unit is available to provide on-scene crisis intervention to incident victims and to follow up work with victims and formal Critical Incident Stress Debriefings for service providers after the incident has been brought under control.

**Mutual Aid Agreement**

A written agreement between agencies and/or jurisdictions in which they agree to assist one another, upon request, by furnishing personnel and/or equipment in an emergency situation.

**National Response Framework**

Is a guide to how the Nation conducts all-hazard response. It is built upon scalable, flexible and adaptable coordinating structures to align key roles and responsibilities across the nation.

**National Weather Service**

The federal agency which provides localized weather information to the population, and during a weather-related emergency, to state and local emergency management officials.



**Preparedness**

The development of plans to ensure the most effective, efficient response to a disaster or emergency. Preparedness activities are designed to help save lives and minimize damage by preparing people to respond appropriately when an emergency is imminent. Preparedness also includes establishing training, exercises and resources necessary to achieve readiness for all hazards, including Weapons of Mass destruction incidents.

**Presidential Declaration**

A presidential declaration frees up various sources of assistance from the Federal government based on the nature of the request from the governor.

**Primary Agency**

While several County departments will be performing varied and critical tasks during a disaster, in most cases only one agency will be considered the 'primary agency.' The primary agency shall be responsible for detailed planning, testing, and evaluation of their respective emergency support function. The Department Director of the primary agency shall serve as the principle advisor to the County Executive during the response and recovery phase. In addition, the Department Director or the primary agency must assure that essential operations of his/her agency will continue, unless otherwise directed by the County Executive or his/her designee.

**Regional Information Coordination Center**

The center facilitates communications and coordination among local, state, and federal government authorities to ensure an effective and timely response to regional emergencies and incidents, including coordination of decision-making regarding events such as closings, early release of employees, evacuation, transportation decisions, health response, etc.

**Situation Report**

A form which, when completed at the end of each day of local Emergency Operations Center operations, will provide the County with an official daily summary of the status of an emergency and of the local emergency response. A copy should be submitted to the State EOC via fax or submitted through the Virginia Department of Emergency Management website.

**Span of Control**

As defined in the Incident Command System, Span of Control is the number of subordinates one supervisor can manage effectively. Guidelines for the desirable span of control recommend three to seven persons. The optimal number of subordinates is five for one supervisor.

**State of Emergency**

The condition declared by the Governor when, in his judgment, a threatened or actual disaster in any part of the State is of sufficient severity and magnitude to warrant disaster assistance by the State to supplement local efforts to prevent or alleviate loss of life and property damage.

**Superfund Amendments and Reauthorization Act of 1986**

Established Federal regulations for the handling of hazardous materials.

**Unified Command**

Shared responsibility for overall incident management as a result of a multi-jurisdictional or multi-agency incident. In the event of conflicting priorities or goals, or where resources are scarce, there must be a clear line of authority for decision-making. Agencies contribute to unified command by determining overall goals and objectives, jointly planning for tactical activities, conducting integrated tactical operations and maximizing the use of all assigned resources.

**Weapons of Mass Destruction**

Any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than 4 ounces, or a missile having an explosive incendiary charge of more than 0.25 ounce, or mine or device

similar to the above; poison gas; weapon involving a disease organism; or weapon that is designed to release radiation or radioactivity at a level dangerous to human life. (Source: 18 USC 2332a as referenced in 18 USC 921).

## **Appendix 2 – List of Acronyms**

APHIS	Animal and Plant Health Inspection Service
CERT	Community Emergency Response Team
CFO	Chief Financial Officer
CR	Community Relations
DSCO	Deputy State Coordinating Officer
DHS	Department of Homeland Security
DRC	Disaster Recovery Center
DMME	Department of Mines, Minerals, and Energy
DRM	Disaster Recovery Manager
EAS	Emergency Alert System
EOC	Emergency Operations Center
ESF	Emergency Support Function
EPA	Environmental Protection Agency
ERT-A	Emergency Response Team – Advance Element
FBI	Federal Bureau of Investigation
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
HSEEP	Homeland Security Exercise and Evaluation Program
ICS	Incident Command System
JIC	Joint Information Center
JFO	Joint Field Office
MACC	Multi-agency Command Center
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
NAWAS	National Warning System
NCR	National Capital Region
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NWS	National Weather Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POC	Point of Contact
RACES	Radio Amateur Civil Emergency Services

SAR	Search and Rescue
SCC	State Corporation Commission
SOP	Standard Operating Procedures
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
VOAD	Voluntary Organizations Active in Disaster
WAWAS	Washington Area Warning System
WMD	Weapons of Mass Destruction

## Appendix 3 – Authorities and References

### Federal

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
2. The Homeland Security Act of 2002
3. National Response Framework, FEMA January 2008
4. Local and Tribal NIMS Integration: Integrating the National Incident Management System into Local and Tribal Emergency Operations Plans and Standard Operating Procedures, V. 1, Department of Homeland Security
5. Comprehensive Preparedness Guide 101, Interim Version, August 1, 2008; Developing and Maintaining Emergency Operations Plans, CPG 101 V.2 Federal Emergency Management Agency

### State

1. Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.
2. The Commonwealth of Virginia Emergency Operations Plan, December 2012

### Local

1. Central Shenandoah Regional Pre-Hazard Mitigation Plan, 2013

## Appendix 4 – Matrix of Responsibilities

Agency	ESF #1 Transportation	ESF #2 Communications	ESF #3 Public Works	ESF #4 Fire Fighting	ESF #5 Emergency Management	ESF #6 Mass Care	ESF #7 Resource Support	ESF #8 Health & Medical	ESF #9 Search & Rescue	ESF #10 Hazardous Materials	ESF #11 Agriculture & Natural Resources	ESF #12 Energy	ESF #13 Public Safety	ESF #14 Long-Term Recovery	ESF #15 External Affairs	ESF #16 – Military Affairs	ESF #17 – Volunteers & Donations
Emergency Management	P	P	S	S	P	P	P	S	S	S		S	S	P	S	S	S
Fire			S	P	S	S			P	P			S		S		
EMS/ Public Health			S	S	S	S		P	P	S	S		S		S		
Law Enforcement	S	S	S	S	S	S	P	S	P	S	S	S	P		P	S	
Public Works	S		P	S	S	S		S		S		S					
Building Inspection			P		S							S		S			
Planning and Zoning			S		S									S			
Parks and Rec.			S														
American Red Cross			S		S	P					S			S			
Information Technology		P			S												
Social Services					S	P					S			S			
Finance					S												
Transportation	P		S			S	S						S				
Schools	S	S				S									S		
Water Authority			S									S					
County Attorney			S		S									S			
Public Affairs		S				S								S			S
VVOAD						S					S			S	P		S
Local Recovery Task Force														S			S
Extension Service						S					P						
Hospital																	
E-911		P				S	P						S				
Animal Control						S					P						
District Health	S					S											
Private Sector	S					S											
Amateur Radio		S															
Utility Providers		S	P			S						P					

P = Primary

S = Support

## Appendix 5 – Succession of Authority

Continuity of emergency operations is critical to the successful execution of emergency operations. Therefore, the following lines of succession are specified in anticipation of any contingency, which might result in the unavailability of the ranking member of the administrative hierarchy. The decision-making authority for each organization or service function is listed in the table below by position in decreasing order.

<b><u>Organization/Service Function</u></b>	<b><u>Authority in Line of Succession</u></b>
Director of Emergency Management	<ol style="list-style-type: none"> <li>1. County Administrator/City Manager</li> <li>2. Chairman BOS/Mayor</li> <li>3.</li> </ol>
Coordinator of Emergency Management	<ol style="list-style-type: none"> <li>1. Emergency Management Coordinator</li> <li>2. Deputy Emergency Management Coordinator</li> <li>3.</li> <li>4.</li> </ol>
Head of Law Enforcement	<ol style="list-style-type: none"> <li>1. Sheriff/Police Chief</li> <li>2. Chief Deputy/Deputy Chief</li> <li>3. Senior Officer Deputy/Shift Sergeant</li> </ol>
Fire Chief	<ol style="list-style-type: none"> <li>1. Fire Chief</li> <li>2. Assistant Chief</li> <li>3. Captain</li> </ol>
Public Works Director	<ol style="list-style-type: none"> <li>1. Public Works Director</li> <li>2. Public Works Supervisor</li> <li>3. Public Works Foreman</li> </ol>
Local Health Director	<ol style="list-style-type: none"> <li>1. Director</li> <li>2. Deputy Director</li> <li>3.</li> <li>4.</li> </ol>
Local Social Services Director	<ol style="list-style-type: none"> <li>1. Director of Social Services</li> <li>2. Social Work Supervisor</li> <li>3. Eligibility Supervisor</li> </ol>

Table 5 – Succession of Authority

## **Appendix 6 – Emergency Operations Plan Distribution List**

Director of Emergency Management (x3)  
Emergency Management Coordinator (x3)  
Sheriff's Office  
Police Departments (x2)  
Fire Departments  
Utilities  
Director of Inspections  
Director of Parks and Recreation  
Assessor (Chief)  
Director of Social Services  
County Administrator  
City Manager (x2)  
Unit Director - Extension Service  
Health Department  
County Attorney  
City Attorney (x2)  
Communications Center  
Public School System  
Public Information Office  
Rescue Squads  
Virginia Department of Transportation  
Damage Assessment Team  
Local Emergency Planning Committee



## Appendix 7 – Essential Records

### Court Records

The preservation of essential records for the locality is the responsibility of the Clerk of the Circuit Court. All essential records are to be stored in the records vault located in the Office of the Clerk of the Circuit Court. These records include the following:

- Real Estate Records\*
- Criminal Records
- Wills
- Civil Records
- Chancery Records
- Marriage Licenses

The evacuation of records in the event of an emergency will be accomplished only by approval of the Clerk of the Circuit Court. The loading and transportation of these records is the responsibility of the Sheriff's Office.

**\* A microfilm copy of all real estate records for the locality is stored in the Archives, State Library, Richmond, Virginia.**

### Agencies/Organizations

Each agency/organization within Rockbridge County, City of Buena Vista, and City of Lexington government should establish its own records protection program. Those records deemed essential for continuing government functions should be identified and procedures should be established for their protection, such as duplicate copies in a separate location and/or the use of safe and secure storage facilities. Provisions should be made for the continued operations of automated data processing systems and records.

## **Appendix 8 – NIMS Resolution**

### **Declaration of Adoption National Incident Management System**

BE IT RESOLVED by the Rockbridge County Department of Emergency Management as follows:

WHEREAS, at the request of the President, the Department of Homeland Security has developed the National Incident Management System (NIMS) for the purpose of unifying and coordinating all emergency responders' efforts during disasters; and

WHEREAS, the Department of Homeland Security has directed all Federal, State, Territorial, Tribal, and local entities involved in emergency response to adopt NIMS; and

WHEREAS, the Governor of the Commonwealth of Virginia has similarly endorsed NIMS by proclaiming it the official basis for management of incident response in Virginia; and

WHEREAS, the NIMS will enable responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size or complexity, including catastrophic acts of terrorism and natural disaster; and

WHEREAS, Rockbridge County Department of Emergency Management currently uses the Incident Command System (ICS) as referred to in NIMS; and

WHEREAS, Rockbridge County Department of Emergency Management recognizes the need for a single Incident Management System to be used by all local agencies and disciplines;

BE IT THEREFORE RESOLVED, that Rockbridge County Department of Emergency Management adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all training courses, and reflected in all emergency mitigation, preparedness, response and recovery plans and programs.

Adopted by the Rockbridge County Board of Supervisors and effective on the date of adoption.

\_\_\_\_\_  
Chairman, Board of Supervisors

ATTEST:

\_\_\_\_\_  
Clerk, Rockbridge County Board of Supervisors

Adopted this \_\_\_\_ day of \_\_\_\_\_ 2014

## **Declaration of Adoption National Incident Management System**

BE IT RESOLVED by the City of Buena Vista Department of Emergency Management as follows:

WHEREAS, at the request of the President, the Department of Homeland Security has developed the National Incident Management System (NIMS) for the purpose of unifying and coordinating all emergency responders' efforts during disasters; and

WHEREAS, the Department of Homeland Security has directed all Federal, State, Territorial, Tribal, and local entities involved in emergency response to adopt NIMS; and

WHEREAS, the Governor of the Commonwealth of Virginia has similarly endorsed NIMS by proclaiming it the official basis for management of incident response in Virginia; and

WHEREAS, the NIMS will enable responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size or complexity, including catastrophic acts of terrorism and natural disaster; and

WHEREAS, the City of Buena Vista Department of Emergency Management currently uses the Incident Command System (ICS) as referred to in NIMS; and

WHEREAS, the City of Buena Vista Department of Emergency Management recognizes the need for a single Incident Management System to be used by all local agencies and disciplines;

BE IT THEREFORE RESOLVED, that the City of Buena Vista Department of Emergency Management adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all training courses, and reflected in all emergency mitigation, preparedness, response and recovery plans and programs.

Adopted by the City of Buena Vista City Council and effective on the date of adoption.

\_\_\_\_\_  
Mayor, City of Buena Vista

ATTEST:

\_\_\_\_\_  
Clerk, City Council

Adopted this \_\_\_\_ day of \_\_\_\_\_ 2014

## **Declaration of Adoption National Incident Management System**

BE IT RESOLVED by the City of Lexington Department of Emergency Management as follows:

WHEREAS, at the request of the President, the Department of Homeland Security has developed the National Incident Management System (NIMS) for the purpose of unifying and coordinating all emergency responders' efforts during disasters; and

WHEREAS, the Department of Homeland Security has directed all Federal, State, Territorial, Tribal, and local entities involved in emergency response to adopt NIMS; and

WHEREAS, the Governor of the Commonwealth of Virginia has similarly endorsed NIMS by proclaiming it the official basis for management of incident response in Virginia; and

WHEREAS, the NIMS will enable responders at all levels to work together more effectively and efficiently to manage domestic incidents no matter what the cause, size or complexity, including catastrophic acts of terrorism and natural disaster; and

WHEREAS, the City of Lexington Department of Emergency Management currently uses the Incident Command System (ICS) as referred to in NIMS; and

WHEREAS, the City of Lexington Department of Emergency Management recognizes the need for a single Incident Management System to be used by all local agencies and disciplines;

BE IT THEREFORE RESOLVED, that the City of Lexington Department of Emergency Management adopts the National Incident Management System. That this system will be used at all incidents and drills, taught in all training courses, and reflected in all emergency mitigation, preparedness, response and recovery plans and programs.

Adopted by the City of Lexington City Council and effective on the date of adoption.

\_\_\_\_\_  
Mayor, City of Lexington

ATTEST:

\_\_\_\_\_  
Clerk, City Council

Adopted this \_\_\_\_ day of \_\_\_\_\_ 2014

## Appendix 9 – Resolution of Adoption of EOP

### **Resolution Emergency Operations Plan**

WHEREAS the Board of Supervisors of Rockbridge County, Virginia recognizes the need to prepare for, respond to, and recover from natural and manmade disasters; and

WHEREAS Rockbridge County has a responsibility to provide for the safety and well being of its citizens and visitors; and

WHEREAS Rockbridge County has established and appointed a Director and Coordinator of Emergency Management.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of Rockbridge County, Virginia, this Emergency Operations Plan as revised is officially adopted, and

IT IS FUTHER RESOLVED AND ORDERED that the Director of Emergency Management, or his/her designee, are tasked and authorized to maintain and revise as necessary this document over the next four (4) year period or until such time be ordered to come before this board.

\_\_\_\_\_  
Chairman, County Board of Supervisors

ATTEST:

\_\_\_\_\_  
Clerk  
Rockbridge County Board of Supervisors

Adopted this \_\_\_\_ day of \_\_\_\_\_ 20\_\_\_\_

**Resolution  
Emergency Operations Plan**

WHEREAS the City Council of the City of Buena Vista, Virginia recognizes the need to prepare for, respond to, and recover from natural and manmade disasters; and

WHEREAS the City of Buena Vista has a responsibility to provide for the safety and well being of its citizens and visitors; and

WHEREAS the City of Buena Vista has established and appointed a Director and Coordinator of Emergency Management.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Buena Vista, Virginia, this Emergency Operations Plan as revised is officially adopted, and

IT IS FUTHER RESOLVED AND ORDERED that the Director of Emergency Management, or his/her designee, are tasked and authorized to maintain and revise as necessary this document over the next four (4) year period or until such time be ordered to come before this board.

\_\_\_\_\_  
Mayor, City of Buena Vista

ATTEST:

\_\_\_\_\_  
Clerk  
City Council

Adopted this \_\_\_\_ day of \_\_\_\_\_ 20\_\_\_\_

**Resolution  
Emergency Operations Plan**

WHEREAS the City Council of the City of Lexington, Virginia recognizes the need to prepare for, respond to, and recover from natural and manmade disasters; and

WHEREAS the City of Lexington has a responsibility to provide for the safety and well being of its citizens and visitors; and

WHEREAS the City of Lexington has established and appointed a Director and Coordinator of Emergency Management.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Lexington, Virginia, this Emergency Operations Plan as revised is officially adopted, and

IT IS FUTHER RESOLVED AND ORDERED that the Director of Emergency Management, or his/her designee, are tasked and authorized to maintain and revise as necessary this document over the next four (4) year period or until such time be ordered to come before this board.

\_\_\_\_\_  
Mayor, City of Lexington

ATTEST:

\_\_\_\_\_  
Clerk  
City Council

Adopted this \_\_\_\_ day of \_\_\_\_\_ 20\_\_\_\_

## Appendix 10 – Local Declaration of Emergency

### Consent to Director of Emergency Management's DECLARATION OF EMERGENCY

**WHEREAS**, the (insert name of governing body) does hereby find:

1. That due to \_\_\_\_\_, (insert name of locality) is facing dangerous conditions;
2. That due to \_\_\_\_\_, conditions of extreme peril to life and property necessitates the proclamation of the existence of an emergency;
3. The Director of Emergency Management has declared a local emergency.

**NOW THEREFORE, IT IS HEREBY PROCLAIMED** that the (insert name of governing body) consents to the declaration of emergency by the Director of Emergency Services and the emergency now exists throughout \_\_\_\_\_; and

**IT IS FURTHER PROCLAIMED AND ORDERED** that the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan is now in effect.

**(insert name of governing body)**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

ATTEST:

\_\_\_\_\_  
Clerk, (insert name of governing body)

Adopted this \_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_



Should any stakeholder find an error in this plan that stakeholder should contact the Emergency Management Coordinator and make him/her aware of the issue. Also if any person has a suggestion to improve upon this plan they should also contact their Emergency Management Coordinator to offer that suggestion. Changes to the plan will be made in coordination with all three localities.

[illegible]

## **Emergency Support Function # 1 – Transportation**

### **Primary Agencies**

Emergency Management  
Virginia Department of Transportation (VDOT)  
City of Buena Vista & Lexington Public Works

### **Secondary/Support Agencies**

Sheriff's Office  
Police Department  
Public Schools  
Private Contractors

## **Introduction**

### **Purpose:**

Transportation assists local, federal, and state government entities and voluntary organizations requiring transportation capacity to perform response missions following a disaster or emergency. Emergency Support Function #1 will also serve as a coordination point between response operations and restoration of the transportation infrastructure.

### **Scope:**

ESF #1 will:

- Coordinate evacuation transportation as its first priority during disaster operations;
- Prioritize and allocate all local government transportation resources; the list will be maintained within each localities Emergency Management Office and the Regional EOC.
  - Public School Buses
  - Maury River Express
  - Rockbridge Area Transportation System (RATS)
  - Local Nursing Homes & Long Term Care Facilities
- Facilitate movement of the public in coordination with other transportation agencies;
- Facilitate damage assessments to establish priorities and determine needs of available transportation resources
- Maintain ingress/egress;
- Provide traffic control;
- Communicate and coordinate with Virginia Department of Transportation; and
- Coordinate with surrounding localities and private organizations to ensure that potential resources are available during disaster operations. The list will be maintained within each localities Emergency Management Office and the Regional EOC.

### **Policies:**

Local transportation planning will use the most effective means of transportation to carry out the necessary duties during an incident, including, but not limited to:

- Use of available transportation resources to respond to an incident;
- Provide traffic control;
- Facilitate the prompt deployment of resources;
- Recognize State and Federal policies, regulations, and priorities used to control movement of relief personnel, equipment, and supplies;
- Develop and maintain priorities for various incidents through an interagency process led by Rockbridge County, City of Buena Vista, and the City of Lexington and the Virginia Department of Transportation.
- Request additional resources

## Concept of Operations

### General:

The Emergency Operations Plan (EOP) provides guidance for managing the use of transportation services and request for relief and recovery resources.

Access routes should remain clear to permit a sustained flow of emergency relief.

All requests for transportation support will be submitted to the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Center (EOC) for coordination, validation, and/or action in accordance with this Emergency Support Function.

### Organization:

Rockbridge County, City of Buena Vista, and the City of Lexington, in conjunction with the Virginia Department of Transportation (VDOT), is responsible for transportation infrastructure of Rockbridge County. Rockbridge County, City of Buena Vista, and the City of Lexington and VDOT are responsible for coordinating resources needed to restore and maintain transportation routes necessary to protect lives and property during an emergency or disaster.

VDOT, in conjunction with support agencies, will assess the condition of highways, bridges, signals, rail and bus transit and other components of the transportation infrastructure and where appropriate:

- Provide information on road closures, alternate routes, infrastructure damage, debris removal;
- Close infrastructure determined to be unsafe;
- Post signage and barricades; and
- Maintain and restore critical transportation routes, facilities, and services.

### Responsibilities:

- Develop, maintain, and update plans and procedures for use during an emergency or disaster;
- The personnel will stay up to date with education and training that is required for a safe and efficient response to an incident;
- Alert Rockbridge County, City of Buena Vista, and the City of Lexington, and local primary agency representative of possible incident, and begin preparations for mobilization of resources;
- Keep record of all expenses through the duration of the emergency;
- Follow emergency procedures and policies for conducting evacuations;
- Include procedures for traffic control;
- Identify pre-designated Pick-Up Sites, if any; and
- Identify viable transportation routes, to, from and within the emergency or disaster area.

## **Emergency Support Function # 2 – Communications**

### **Primary Agencies**

Rockbridge Regional Public Safety Communications Center  
Emergency Management  
Information Technology Department

### **Secondary/Support Agencies**

Sheriff's Office  
Police Department  
Amateur Radio

## **Introduction**

### **Purpose:**

Communications supports public safety and other county agencies by maintaining continuity of information and telecommunication equipment and other technical resources. ESF #2 uses available communication resources to respond to an incident by:

- Alerting and warning the community of a threatened or actual emergency;
- Continuing to communicate with the community through a variety of media to inform of protective actions; and
- Provide guidance, when appropriate, to help save lives and protect property;

This ESF describes the locality's emergency communications/notification and warning system. The locality will coordinate with the Virginia Emergency Operations Center (VEOC) should additional assistance and resources be required.

### **Scope:**

ESF # 2 works to accurately and efficiently transfer information during an incident. ESF #2 also:

- Informs the community of a threatened or actual emergency; through coordination with ESF # 15 – External Affairs.
- Ensures Rockbridge County, City of Buena Vista, and the City of Lexington has the ability to notify the community of a disaster or emergency;
- Provides for the technology associated with the representation, transfer, interpretation, and processing of data among people, places, and machine; and
- Supports Rockbridge County, City of Buena Vista, and the City of Lexington with the restoration, emission or reception of signs, signals, writing images, and sounds or intelligence of any nature by wire, radio, optical, or other electromagnetic systems.

### **Policies:**

The following policies are reviewed and revised as necessary:

- The Emergency Communications Center (ECC) operates 24 hours a day, 7 days a week and serves as the 911 center and the locality's warning point.
- The ECC is accessible to authorized personnel only;
- The ECC will initiate notification and warning of appropriate personnel.

## **Concept of Operations**

### **General:**

Currently the region is operating on a radio system that was combined from Lexington, Buena Vista and Rockbridge County when the center was consolidated in 1997. There are a combination of radios that operate on the system, including Motorola, ICOM, Kenwood and others. The radio system is currently under review and due to be replaced in the next 2-3 years. There is one mobile repeater that is located in the vehicle of the county's Emergency Manager, in cases where reception and coverage are an issue the coordinator is notified to respond to the scene. The county does not have a current method for fully communicating with the adjoining counties; this will be addressed with our own upgrade and the surrounding counties upgrades of their radio systems. Several of our local first responded agencies are able to communicate with individual neighboring agencies in other counties. As a whole our county cannot communicate with neighboring jurisdictions via radio through our communication centers.

The Emergency Communication Center (ECC) is the point of contact for receipt of all warnings and notifications of actual or impending emergencies or disasters. The dispatcher on duty will notify other key personnel, chiefs and department heads as required by the type of report and Standard Operating Procedures (SOP).

The ECC is accessible to authorized personnel only. The ECC is most often the first point of contact for the general public.

The ECC has the capability to access the Emergency Alert System (EAS), this includes notifying through Alert Rockbridge to deliver warnings to the public. Use of all available forms of warning and notification will not provide sufficient warning to the general public and special needs population.

The Embarq telephone company will ensure that communications essential to emergency services are maintained. During a major disaster, additional telephone lines may be installed in the Emergency Operations Center (EOC) to coordinate emergency operations. At least one phone with a special publicized number will be reserved for "rumor control" to handle citizen inquiries. The Emergency Management Coordinator will coordinate with the telephone company to provide these services.

Amateur radio operators may provide emergency backup radio communications between the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Center (EOC) and the Virginia Emergency Operations Center (VEOC), should normal communications be disrupted. They may also provide communications with some in-field operators.

It is important that while communicating, standard or common terminology is used so multiple agencies are better able to interact and understand each other.

Should an evacuation become necessary, warning and evacuation instructions will be disseminated via radio, television, use of mobile public address systems, and, if necessary, door-to-door within the affected community. The Public Information Officer will develop and provide public information announcements and publications regarding evacuation procedures to include recommended primary and alternate evacuation routes, designated assembly points for those without transportation, rest areas and service facilities along evacuation routes, if appropriate, as well as potential health hazards associated with the risk.

Emergency Public Information regarding potential secondary hazards (i.e. landslides from flooding) and protective actions, such as shelter-in-place, and other information as determined by the event, will also be disseminated via radio and television.

### **Organization:**

Rockbridge County, City of Buena Vista, and the City of Lexington emergency communications are heavily dependent of the commercial telephone network. The telephone system is vulnerable to the

effects of emergencies and disasters and to possible system overload due to increased usage. Technical failure or damage loss of telecommunications equipment could hamper communications or the ability to communicate with emergency personnel and the public throughout the locality. Mutual aid repeaters in contiguous jurisdictions may not be available or may not be able to provide sufficient coverage or channel loading to compensate for technical failure or damage to telecommunications resources in the locality during an emergency.

Amateur radio operators and other non-governmental volunteer groups used to assist with emergency radio communications support will be under the authority of the Director of Emergency Management or the Emergency Management Coordinator, or the Information Technology Department. The amateur radio and other non-governmental volunteer operators will be required to actively participate in regular training and exercises established by the Office of Emergency Management and the Information Technology Department.

### **Actions/Responsibilities:**

- Coordinating with ESF #15 – External Affairs
- Initiate notification and warning of appropriate personnel, utilizing landline telephones, voice or data—2 way radio, and wireless telecommunications devices, as required;
- Develop and maintain primary and alternate communications system for contact with local jurisdictions, state agencies, non-governmental and private sector agencies required for mission support;
- Emergency Services vehicles equipped with public address system may be used to warn the general public;
- The Emergency Management Coordinator or designee must authorize the use of the Emergency Alert System; including Alert Rockbridge
- Emergency warning may originate at the federal, state, or local level of government. Timely warning required dissemination to the public by all available means:
  - Alert Rockbridge
  - Emergency Communications Center
  - Emergency Alert System
  - Local radio and television stations
  - NOAA Weather Radio—National Weather Service
  - Mobile public address system (bullhorns or loudspeakers)
  - Telephone
  - General broadcast over all available radio frequencies
  - Newspapers
  - Amateur Radio volunteers
- Ensure the ability to provide continued service as the Public Safety Answering Point (PSAP) for incoming emergency calls;
- Ensure communication lines and equipment essential to emergency services are maintained by the appropriate vendor;
- Provide additional staffing in the EOC to assist with communications functions;
- Develop and maintain an emergency communications program and plan;
- Develop and maintain a list of bilingual personnel;
- Provide telephone service providers with a restoration priority list for telephone service prior to and/or following a major disaster; and
- Maintain records of cost and expenditures and forward them to the Finance Section Chief.

**Tab 1 to Emergency Support Function #2**  
**EMERGENCY NOTIFICATION PROCEDURES**

Until the EOC is activated, the ECC will notify the following officials upon receipt of a severe weather warning, other impending emergency, or when directed by an on-scene incident commander:

Official	Home Phone	Work Phone
Director of Emergency Management /County/City Administrator		
Emergency Management Coordinator		
Sheriff/Police Chief		
Public Information Officer		

*Table 2.1 – Emergency Notification Procedures*

Once operational, the local Emergency Operations Center will receive messages directly from the VEOC. It is then the responsibility of the Communications Center of the locality to monitor message traffic and ensure that messages reach the Director of Emergency Services or his designee.

A full listing of contact numbers is maintained in the Communications Center.

**Tab 2 to Emergency Support Function #2**  
**EMERGENCY NOTIFICATION PROCEDURES**  
**Media Contact**

<b>Newspaper</b>	<b>Address</b>	<b>Contact</b>	<b>Phone Number(s)</b>
The Rockbridge Advocate	7 East Washington St. Lexington, VA 24450	Doug Harwood	540-463-2062 540-463-9455 (Fax)
Daily News Leader	11 N. Central Avenue Staunton, VA 24402	News Room	540-213-9119 540-885-1904 (Fax)
The News Gazette	20 West Washington St. Lexington, VA 24450	Darryl Woodson	540-463-3113 540-464-6397 (Fax)
Richmond Times	300 East Franklin St. Richmond, VA 23219	News Room	804-649-6990 804-775-8059 (Fax)
The Roanoke Times	201 W. Campbell Ave. P.O. Box 2491 Roanoke, VA 24010- 2491	Rex Bowman	540-981-3100 800-346-1234 540-981-3341 (News Room) 540-981-3346 (Fax)
<b>Radio Stations</b>	<b>Address</b>	<b>Contact</b>	<b>Phone Number(s)</b>
3WZ	392 East Midland Trail Lexington, VA 24450	Station Manager	540-463-2161 540-463-2162
WYYD	3305 Old Forest Rd. Lynchburg, VA 24501	Station Manager	434-385-8298 434-385-7279 (Fax)
<b>Television Stations</b>	<b>Address</b>	<b>Contact</b>	<b>Phone Number(s)</b>
WDBJ 7 – Roanoke	2807 Hershberger Road Roanoke, VA 24017	News Director	540-344-7000 800-777-9235 540-985-3600 (News Room) 540-343-7269 (Fax)
WSLS 10 – Roanoke	401 3 <sup>rd</sup> Street Roanoke, VA 24011	News Director	540-981-9110 800-SEE-NEWS 540-981-9126 540-343-2059 (Fax)
WSET-13	2320 Langhorne Road Lynchburg, VA 24501	News Director	800-NEWS-TIP  800-639-7847

*Table 2.2 – Media Contacts*



**Tab 3 to Emergency Support Function #2  
Available Methods of Communication**

<b>Equipment</b>	<b>Organization and Address</b>	<b>Contact</b>	<b>E-Mail</b>	<b>Phone</b>
HAM Radios	Amateur Radio	Bob Gay	<a href="mailto:Bob2vrwa@yahoo.com">Bob2vrwa@yahoo.com</a>	540-261-3490 540-570-1119
Radio System	Rockbridge Regional 911	Scott Bedell	<a href="mailto:rsbedell@sheriff.rockbridge.virginia.gov">rsbedell@sheriff.rockbridge.virginia.gov</a>	540-261-9300 540-784-0577
Alert Rockbridge	Rockbridge Co.	Robert Foresman	<a href="mailto:Robert_foresman@co.rockbridge.va.us">Robert_foresman@co.rockbridge.va.us</a>	540-463-2532 540-460-0301

*Table 2.3 – Methods of Communication*

## **Emergency Support Function # 3 – Public Works**

### **Primary Agencies**

Public Works  
General Services

### **Secondary/Support Agencies**

Emergency Management  
Building Inspection  
Planning and Zoning  
Parks and Recreation  
Water Authorities  
Law Enforcement  
Assessor  
Public Schools  
Virginia Department of Transportation  
Virginia Department of Environmental Quality  
Virginia Department of Health  
Extension Office

## **Introduction**

ESF #3 addresses the public works infrastructure within Rockbridge County, City of Buena Vista, and the City of Lexington following an emergency or disaster. Functions such as maintenance, inspections, buildings and grounds, debris removal, and facilities management will be addressed in this ESF. ESF # 3 coordinates with the Damage Assessment Team, as described in the Damage Assessment Support Annex.

### **Purpose:**

The purpose of ESF #3 is to:

- Assess the overall damage to the community after a disaster; and
- Coordinating with ESF #14 to assist with the recovery operations.

### **Scope:**

The scope of work includes the following, but is not limited to:

- Pre-incident assessment and mitigation, if necessary;
- Assess extent of damage;
- Repair and maintenance;
- Debris removal will be coordinated through the Debris Management Annex;
- Provide maintenance of the buildings and grounds and engineering-related support; and
- Clear roadways.

### **Policies:**

- Personnel will stay up to date with procedures through training and education;
- The Department of Public Works will develop work priorities in conjunction with other agencies when necessary;
- Local authorities may obtain required waivers and clearances related to ESF #3 support; and
- Acquiring outside assistance with repairs to the facility that are beyond the capability of the community.

## **Concept of Operations**

### **General:**

Following a disaster, Rockbridge County, City of Buena Vista, and the City of Lexington Officials will:

- Determine if buildings are safe or need to be closed;
- Coordinate with other ESFs if there is damage to utilities or water or plumbing system;
- Clear debris;
- Coordinate with law enforcement to secure damaged buildings adjacent areas that may be unsafe;
- Coordinate with state and federal preliminary damage assessment teams; and
- Coordinate with insurance companies.

In a disaster, buildings and structures may be destroyed or severely damaged. Homes, public buildings, bridges, and other facilities may be to be reinforced or demolished to ensure safety. Public utilities may be damaged and be partially or fully inoperable. Access to the disaster areas may be dependent upon debris clearance and roadway repairs. Debris clearance and emergency road repairs will be given top priority to support immediate lifesaving emergency response activities.

Prompt assessment of the disaster area is required to determine critical response times and potential workloads. Early damage assessment must be made rapidly and be general in nature. Following an incident, a multitude of independent damage assessment activities will be conducted by a variety of organizations including the Locality Damage Assessment Teams, Insurance Companies, Virginia Department of Emergency Management, Utility Companies and Federal Agencies

### **Organization:**

Following an emergency or disaster ESF #3 will coordinate the following functions, in conjunction with appropriate local, state, and federal government agencies and non-governmental agencies:

- Assessing damaged facilities;
- Inspections for structural, electrical, gas, plumbing and mechanical damages;
- Determine what type of assistance will be needed;
- Facilitation of the building permit process;
- Debris removal;
- Manage contracts with private firms;
- Coordinate with VDH on environmental and public health hazards; and
- Coordinate with VDOT for road clearance.

The Emergency Management Coordinator will be responsible for deploying damage assessment teams, consolidating damage data and compiling reports. At the Incident Commander's request, the Damage Assessment Teams' first priority will be to assess the structural damage.

Local Damage Assessment Teams will assess damage to the extent of their resources and in their areas of expertise. The Health Department may assist the Public Service Authority with damage assessments related to health hazards that may be caused by the disrupted disposal of sanitary wastes.

An Initial Damage Assessment Report will be completed by the Emergency Management Coordinator and submitted to the Virginia Department of Emergency Management within 72 hours of the event, outlining the severity of the problems and the determination of need for further assistance. Federal/State supported damage assessment precedes delivery of a Presidential Disaster Declaration and defines the specific needs for a long-term recovery.

To minimize threats to public health, Public Works will serve as liaison with the Virginia Department of Environmental Quality (DEQ) and the County/City Attorney to secure the necessary emergency environmental waivers and legal clearances that would be needed to dispose of emergency debris

and materials from demolition activities. The Public Service Authority will coordinate with DEQ to monitor disposal of debris materials.

The departments mentioned will inspect all buildings for structural, electrical, gas, plumbing and mechanical damage following a disaster situation. They will ensure that any repairs or rebuilding that occurs following the incident will comply with the county building codes, zoning and land-use regulations and comprehensive plan.

The Local Building Official is responsible for determining the state of a building and placing notification on the facility. The building owner retains responsibility for deciding whether to demolish or restore the structure. During the recovery phase the Building Official is responsible for the facilitation of the building permit issuance process and for the review and approval of the site-related and construction plans submitted for the rebuilding/restoration of residential and commercial buildings.

## **Actions/Responsibilities**

- Alert personnel to report to the Emergency Operations Center (EOC);
- Review plans;
- Begin keeping record of expenses and continue for the duration of the emergency;
- Prepare to make an initial damage assessment (IDA);
- Activate the necessary equipment and resources to address the emergency;
- Assist in assessing the degree of damage of the community
- Assist in coordinating response and recovery;
- Identify private contractors and procurement procedures;
- Prioritize debris removal;
- Inspect buildings for structural damage;
- Post appropriate signage to close buildings; and
- Ensure all repairs comply with current building codes, land-use regulations, and the locality's comprehensive plan, unless exempted.

**Tab 1 to Emergency Support Function #3**  
**Local Utility Providers**  
(Water, Electric, Natural Gas, Sewer, Sanitation)

<b>Provider</b>	<b>Address</b>	<b>Phone Number(s)</b>	<b>Contact Person</b>	<b>Service</b>
BARC Electric	84 High Street Dr. Millboro, Va 24460	540-997-9124 800-846-2272	Dale Myer	Electric
Dominion Power	120 Tredegar St. Richmond, VA 23219	804-771-3655 804-736-3655 804-514-2277	Jennifer Cormier Kingsley	Electric
PSA	150 S. Main St Lexington, VA 24450	540-463-4329	Melissa Alexander	County Water
City of Lexington	300 E. Washington St. Lexington, VA 24450	540-463-3154 540-463-3566	Mike Kennedy Rick Allen	Sanitation Water
City of Buena Vista	2039 Sycamore Ave Buena Vista, VA 24416	540-261-1444 540-261-8630	Mike Cosby Karen Vassar	Sanitation Water
Rockbridge County	150 S. Main St. Lexington, VA 24450	540-463-4361	Jeremy Garrett	Sanitation
Columbia Gas of VA	1809 Coyote Drive Chester, VA 23836	800-544-5606	Consumer Support	Gas Service
Columbia Gas Transmission Corp.	735 Borden Rd Lexington, VA 24450	540-463-3138 800-835-7191	Vernon Sloan	Gas Distribution

*Table 3.1 – Utility Providers*

## **Tab 2 to Emergency Support Function # 3 BUILDING POSTING GUIDE**

1. All buildings within the area, regardless of damage are to be POSTED by the squad members at the site.
2. One of the following three posters is to be used
  - A. "SAFE FOR OCCUPANCY" GREEN POSTER  
No damage to structural elements.  
No damage to utilities.  
There is only minor damage to walls or roof affecting weather resistance.  
Generally 10% or less damage.
  - B. "LIMITED ENTRY" YELLOW POSTER  
There is structural damage to a portion of the building.  
The building needs utility or weather resistance repairs.  
The building may be occupied safely.  
Generally greater than 10% and less than 50% damage.
  - C. "THIS BUILDING IS UNSAFE" RED POSTER  
There is major structural damage.  
No occupancy is allowed.  
May or may not need to be demolished.  
Generally more than 50% damage.
3. If there is immediate danger to life from failure or collapse, the squad leader should inspect and, as appropriate sign or have Building Official sign demolition order or call the appropriate entities to shore-up structures.

## **Emergency Support Function #4 - Firefighting**

### **Primary Agencies**

Fire Departments

### **Secondary/Support Agencies**

Virginia Department of Forestry (VDOF)

## **Introduction**

### **Purpose:**

Directs and controls operations regarding fire prevention, fire detection, fire suppression, rescue, and hazardous materials incidents; as well as to assist with warning and alerting, communications, evacuation, and other operations as required during an emergency.

### **Scope:**

ESF #4 manages and coordinates firefighting activities including the detection and suppression of fires, and provides personnel, equipment, and supplies to support to the agencies involved in the firefighting operations.

### **Policies:**

- Priority is given to, the public, community, firefighter safety and protecting property (in that order).
- For efficient and effective fire suppression, mutual aid may be required from various local firefighting agencies to aid in the community's emergency response team. This requires the use of the Incident Command System together with compatible equipment and communications.
- Personnel will stay up to date with procedures through education and training.

## **Concept of Operations**

### **General:**

Rockbridge County, City of Buena Vista, and the City of Lexington fire departments are prepared to assume primary operational control in fire prevention strategies, fire suppression, and hazardous material incidents. (See the Hazardous Materials Emergency Response Plan.) Fire department personnel who are not otherwise engaged in emergency response operations may assist in warning and alerting the public, evacuation, and communications as is necessary and appropriate during an emergency situation.

When the Emergency Support Function is activated all requests for fire fighting support will, in most cases, be submitted to the 9-1-1 Center for coordination, validation, and/or action.

The director of Emergency Management and/or designee will determine the need to evacuate and issue orders for evacuation or other protective action as needed. The incident commander may order an immediate evacuation prior to requesting or obtaining approval, if in his/her judgment this action is necessary in order to safeguard lives and property. Warning and instructions will be communicated through the appropriate means.

## **Organization:**

A fire representative will be assigned to the EOC in order to coordinate the fire service response. The fire representative will be a part of the EOC staff and will assist with the overall direction and control of emergency operations.

The Fire Departments will implement evacuations and the Sheriff's Office and Police Department will assist and provide security for the evacuated area. In the event of a hazardous materials incident, the Incident Commander should implement immediate protective actions to include evacuation as appropriate.

## **Actions**

- Develop and maintain plans and procedures to provide fire and rescue services in time of emergency;
- Document expenses and continue for the duration of the emergency;
- Check fire fighting and communications equipment;
- Fire Service representatives should report to the Local Emergency Operations Center to assist with operations;
- Fire department personnel may be asked to assist with warning and alerting, evacuating, communications, and emergency medical transport;
- Follow established procedures in responding to fires and hazardous materials incidents and in providing rescue services; and
- Request mutual aid from neighboring jurisdictions, to include: Amherst, Augusta, Bedford, Botetourt and Nelson.
- The NWS may be contacted to provide weather forecast support and/or on-site support for Decision support services as/if needed.

## **Responsibilities**

- Fire prevention and suppression;
- Emergency medical treatment; this includes all fire departments except Glasgow and Goshen
- Hazardous materials incident response and training;
- Radiological monitoring and decontamination; based on their level of training.
- Assist with evacuation;
- Search and rescue;
- Temporary shelter for evacuees at each fire station; only set up as "Refuges of Last Resort"
- Assist in initial warning and alerting;
- Provide qualified representative to assist in the Local EOC;
- Requests assistance from supporting agencies when needed;
- Arranges direct liaison with fire chiefs in the area;
- Implements Mutual Aid;
- Assist with clean-up operations; and
- Assist with inspection of damaged facilities, if applicable.



## Tab 1 to Emergency Support Function #4

## Fire Department Resources

Department	Address	Phone Number(s)	Contact Person	Number Firefighters	Equipment
Effinger	2824 Collierstown Rd Lexington, VA 24450	540-463-7596	Chief Steve Emore		
Glasgow	P.O. Box 356 Glasgow, VA 24555	540-258-2400	Chief John Hill		
Goshen	140 Main St. Goshen, VA 24439	540-997-5411	Chief Mike Jolly		
Kerrs Creek	2880 W. Midland Trail Lexington, VA 24450	540-463-7515	Chief P.J. Sibold		
Rockbridge Baths	5024 Maury River Rd Rockbridge Baths, VA 24473	540-348-5055	Chief Melvin Bauernfeind		
South River	5842 N. Lee Hwy P.O. Box 203 Fairfield, VA 24435	540-377-5988	Chief Ben Wilmer		
Walkers Creek	3964 Walkers Creek Rd Middlebrook, VA 24459	540-348-5105	Chief Colby Irvine		
Lexington	708 S. Main St. Lexington, VA 24450	540-463-3210	Chief Ty Dickerson		
Buena Vista	2010 Sycamore Ave. Buena Vista, VA 24416	540-261-2390	Chief Larry Moore		
Natural Bridge	5705 S. Lee Highway Natural Bridge, VA 24579	540-291-1866	Chief James Campbell		
Raphine	2130 Raphine Rd Raphine, VA 24472	540-377-2888	Chief Jeremy Ramsey		

Table 4.1 – Fire Department Resources

## **Emergency Support Function #5 – Emergency Management**

### **Primary Agency**

Emergency Management

### **Secondary/Support Agencies**

Sheriff's Office  
Police Department  
Fire/EMS  
Information and Technology  
Planning and Zoning  
Public Works  
County/City Attorney  
County/City Administrator  
Finance

## **Introduction**

### **Purpose:**

Directs controls and coordinates emergency operations from the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operation Center (EOC), utilizing the Incident Command System (ICS).

### **Scope:**

ESF # 5 coordinates the response of all the departments within the community and the use of community resources to provide emergency response.

ESF # 5 facilitates information flow in the pre-incident prevention phase in order to:

- Place assets on alert or pre-position assets for quick response;
- Provide alerting and notification; and
- Coordinate with agencies, organizations, and outside organizations when capabilities are anticipated to exceed local resources.

Post-incident functions that support and facilitate planning and coordination are:

- Alert and notification;
- Deployment and staffing of emergency response teams;
- Incident action planning;
- Coordination of operations with local government for logistics and material;
- Direction and control;
- Information management;
- Facilitation of requests for assistance;
- Resource acquisition and management (to include allocation and tracking);
- Worker safety and health;
- Facilities management;
- Financial management; and
- Other support as required.

### **Policies:**

- Provides a multi-departmental command system;
- Manages operations at the county level;

- The Incident Command System can be used in any size or type of disaster to control response personnel, facilities, and equipment;
- The Incident Command System principles include use of common terminology, modular organization, integrated communications, unified command structure, coordinated action planning, and manageable span of control, pre-designated facilities, and comprehensive resource management;
- ESF # 5 staff supports the implementation of mutual aid agreements to ensure seamless resource response;
- Provides representatives to staff key positions on Emergency Response Teams; and
- Departments and agencies participate in the incident action planning process which is coordinated by ESF #5.

## **Concept of Operations**

### **General:**

The Emergency Management Coordinator:

- Assures development and maintenance of SOPs on the part of each major emergency support function;
- Each function should maintain current notification rosters; rosters are currently kept at the local regional Emergency Operations Center.
- Designate staff to the Emergency Operations Center;
- Establish procedures for reporting appropriate emergency information;
- Coordinate emergency response plan with the local government;
- Develop mutual aid agreements with the local government in adjacent localities;
- Designate a representative to the local EOC if the local plan is implemented and a representative is needed; and Develop threat levels.
- Support personnel to assist with communications, logistics, and administration will also be designated. The Director of Emergency Management will be available for decision making as required, and

The Emergency Management Coordinator will assure the development and maintenance of SOPs on the part of each major emergency support function. Generally, each designated agency should:

- Maintain current notification rosters;
- Establish procedures for reporting emergency information;
- Develop mutual aid agreements with like agencies in adjacent localities; and
- Provide ongoing training to maintain emergency response capabilities.

The Emergency Management Coordinator will assume all responsibilities and assure that all actions are completed as scheduled. When an emergency threatens, available time will be used to implement increased readiness measures as listed in each emergency support function annex to this plan. The Emergency Management Coordinator will assure that all actions are completed as scheduled

Procedures for these support operations should be established and maintained.

Rockbridge County, City of Buena Vista, and the City of Lexington participates in the Statewide Mutual Aid Agreement (SMA) program. Emergency Management staff is scheduled or has already been trained on WebEOC and this will be utilized when there is a need to request state resources during an incident.

### **Organization:**

- Emergency operations may be directed and controlled from the Emergency Operations Center (EOC);
- Identify the responsibilities of the emergency manager;
- Identify the role of the EOC;
- Identify the EOC staff;
- Identify the departments that have a role in the emergency management organization;
- Identify succession of authority within these key departments and positions; as identified in the Basic Plan.
- Develop and scale the Incident Command System (ICS) to the particular incident; and
- Exercise the plan annually as pursuant to the *Code of Virginia*.

The Emergency Management Coordinator will assure the development and maintenance of established procedures on the part of each major emergency support function (ESF). Generally, each ESF should identify:

- Staffing responsible for implementing the Emergency Operations Plan;
- Procedures for reporting emergency information; and
- Provide ongoing training to maintain emergency response capabilities.

The Emergency Management Coordinator will coordinate training for this emergency support function and conduct exercises involving the EOC.

### **Responsibilities:**

- Maintain a notification roster of EOC personnel and their alternates;
- Establish a system and procedure for notifying EOC personnel;
- Coordinate Emergency Management mutual aid agreements dealing with adjunct jurisdictions and applicable relief organizations;
- Maintain plans and procedures for providing timely information and guidance to the public in time of emergency through ESF #15;
- Ensure compatibility between this plan and the emergency plans and procedures of key facilities and private organizations within the community;
- Develop accounting and record keeping procedures for expenses incurred during an emergency;
- Define and encourage hazard mitigation activities, which will reduce the probability of the occurrence of disaster and/or reduce its effects; and
- Prepare to provide emergency information to the community in coordination with ESF #15;
- Provide logistical support to on scene emergency response personnel;
- Maintain essential emergency communications through the established communications network;
- Provide reports and requests for assistance to the local and Virginia EOC; through WebEOC
- Activates and convenes county emergency assets and capabilities;

**Tab 1 to Emergency Support Function #5**

**ROCKBRIDGE COUNTY TELEPHONE LISTING**

<u>Position</u>	<u>Name</u>	<u>Work Phone</u>	<u>Home Phone</u>
Emergency Management Director	Spencer Suter		
Emergency Management Coordinator	Robert Foresman		
Sheriff	Chris Blalock		
Public Information Officer	Spencer Suter		
American Red Cross	Chris Bruner		
Health Department – Environmental	Katie McIvor		
Director of Parks & Recreation	Wayne Nicely		
Director of Social Services	Meredith Downey		
County Attorney	Vickie Huffman		
VPI Extension Service	Tom Stanley		

*Table 5.1 – Emergency Management Organization*

**Tab 2 to Emergency Support Function #5**

**CITY OF BUENA VISTA TELEPHONE LISTING**

<u>Position</u>	<u>Name</u>	<u>Work Phone</u>	<u>Home Phone</u>
Emergency Management Director	Frankie Hogan		
Emergency Management Coordinator	Jay Scudder		
Police Chief	Garth Wheeler		
Public Information Officer	Frankie Hogan		
American Red Cross	Chris Bruner		
Health Department – Environmental	Katie McIvor		
Director of Parks & Recreation	Ronnie Coffey		
Director of Social Services	Meredith Downey		
City Attorney	Brian Kearny		
VPI Extension Service	Tom Stanley		

*Table 5.1 – Emergency Management Organization*

**Tab 3 to Emergency Support Function #5**

**CITY OF LEXINGTON TELEPHONE LISTING**

<u>Position</u>	<u>Name</u>	<u>Work Phone</u>	<u>Home Phone</u>
Emergency Management Director	Noah Simon		
Emergency Management Coordinator	Trent Roberts		
Police Chief	Al Thomas		
Public Information Officer	Jon Ellestad		
American Red Cross	Chris Bruner		
Health Department – Environmental	Katie McIvor		
Director of Parks & Recreation	John Trudgeon		
Director of Social Services	Meredith Downey		
City Attorney	Larry Mann		
VPI Extension Service	Tom Stanley		

*Table 5.1 – Emergency Management Organization*

## **Tab 4 to Emergency Support Function #5**

# **EMERGENCY OPERATIONS CENTER (EOC)**

### **Mission**

To provide centralized direction and control of any or all of the following functions: direction of all emergency operations; communications and warning, consolidation, analysis and dissemination of damage assessment data; collection and analysis of radiological monitoring readings; forwarding consolidated reports to state government; and, issuing emergency information and instructions.

### **Organization**

1. See EOC Organizational Chart.
2. The EOC staff will be organized using the Incident Command System. A partial listing of job responsibilities for the command and general staff are described below:
  - A. Incident Commander/EOC Manager:**
    - Manage overall operations
    - Coordinate activities for all Command and General Staff
    - Development and implementation of strategy
    - Approve and authorize the implementation of an Incident Action Plan (IAP)
    - Approve requests for additional resources or for the release of resources
    - Authorize release of information to the news media
    - Order the demobilization of the incident, when appropriate
    - Ensure establishment and oversight of a Joint Information Center (JIC)
  - B. Safety Officer:**
    - Safety Officer is a member of the Command Staff and reports to the Incident Commander
    - Monitoring and assessing hazardous and unsafe situations
    - Developing measures for assuring personnel safety
    - Correct unsafe acts or conditions through the regular line of authority
    - Maintain an awareness of active and developing situations
    - Investigate or Coordinate the Investigation of accidents that occur within the EOC
    - Includes safety messages in each IAP
  - C. Liaison Officer:**
    - Liaison Officer is a member of the Command Staff and reports to the Incident Commander
    - Interacting with the ESFs, state and federal agencies
    - Identifying current or potential interagency problems
    - Keeping the Incident Commander and Command Staff informed of current or potential problems
  - D. External Affairs:**
    - Public Information Officer is a member of the Command Staff and reports to the Incident Commander
    - Initiates and maintains contact with the media throughout the incident
    - Arranges for press briefings with Incident Commander and other EOC staff, as appropriate
    - Coordinates with state and federal public information officers
    - Coordinates VIP visits to EOC and affected areas
    - Prepares fact sheet
    - Coordinates Community Relations with local community leaders
    - Keeps the public informed of the situation

**E. Operations Section Chief:**

- Operations Section Chief is a member of the general staff and reports to the Incident Commander
- Manages all operations directly applicable to the primary mission
- Activates and supervises operations, organizational elements, and staging areas in accordance with the IAP
- Assists in the formulation of the IAP and directs its execution
- Directs the formulation and execution of subordinate unit operational plans and requests or releases of resources
- Makes expedient changes to the IAP, as necessary, and reports changes to Incident Commander
- Activates and supervises the Emergency Support Functions (ESF) Branch Chiefs assigned to the Operations Section

**F. Planning Section Chief:**

- Planning Section Chief is a member of the general staff and reports to the Incident Commander
- Collect and process situation information about the incident
- Identify the need for specialized resources
- Perform operational planning
- Activate Planning Section Units
- Supervise preparation of IAP
- Analyze data and emerging trends
- Supervise Planning Section Units
- Prepare situation reports for the operational period
- Activates and Supervises the ESF Branch Chiefs assigned to the Planning Section

**G. Logistics Section Chief:**

- Logistics Section Chief is a member of the general staff and reports to the Incident Commander
- Provide facilities, services, and materials in support of the incident
- Participates in the development of the IAP
- Advises on current service and support capabilities
- Activate Logistics Section Units
- Recommends the release of resources/supplies
- Activates and supervises the ESF Branch Chiefs assigned to the Logistics Section

**H. Finance and Administration Section Chief:**

- Finance and Administration Section Chief is a member of the general staff and reports to the Incident Commander
- Manage all financial aspects of an incident
- Activate Finance/Administration Section Units
- Organize and operate within the guidelines, policy, and constraints
- Participates in the development of the IAP
- Extensive use of agency provided forms
- Meet with assisting and cooperating agency representatives, as required
- Identify and order supply and support needs for Finance Section
- Activates and supervises the ESF Branch Chiefs assigned to the Logistics Section



## **Concept of Operations**

The EOC will be activated and operated as follows:

1. The activation of the EOC will be ordered by the Director or the Emergency Management Coordinator based upon the best available information. Depending on the situation, a partial or full activation will be ordered.
2. Partial activation will be ordered when the emergency requires relatively few personnel to accomplish the necessary tasks. Such situations might vary from weather warnings or operations resulting from minor storm damage, fire, and vehicular accidents with multiple casualties, etc.
3. Full activation will be ordered when widespread destruction has occurred or there is an imminent threat of such destruction. An incident of such magnitude would require commitment of a large number of personnel and equipment resources to properly respond to and recover from an incident.
4. The EOC may remain functional during the mobilization, response and recovery operational phases.
5. Initial situation briefings will be provided by the Emergency Management Coordinator.
6. Direction and control of county personnel and resources employed in support of disaster operations is exercised by the department or agency furnishing support.
7. When the Virginia EOC is operational, all requests for State or Federal resources are made via the Virginia Department of Emergency Management, through use of WebEOC, if available, or by phone at (804) 674-2400 or 1-800-468-8892.
8. Depending upon the severity and magnitude of the incident, the EOC may have to operate for an extended period of time. Therefore, each department or agency assigning personnel to the EOC should allow for additional relief personnel on a shift basis.

## **Location**

The Regional Emergency Operations Center (EOC) is located 11 Fuller Street, Lexington, Virginia. The alternate site EOC is located at 11 Fuller Street, Lexington, Virginia. The primary EOC does have a back-up power supply. The alternate location has a generator that maintained on a routine basis and the fuel supply is checked and maintained regularly. The primary EOC must be set-up with computers and phones each time it is activated, the responsibility for establishing an active EOC rests with the Emergency Management Coordinators for the City of Lexington and Rockbridge County.

## **ACTIONS – EMERGENCY OPERATIONS CENTER**

- Direct overall emergency operations
- Initiate activation of EOC
- Determine operational course of action
- Coordinate requests for resources
- Develop and maintain accurate status of the situation
- Develop, implement, and execute IAP
- Procure support services
- Establish and maintain emergency communications
- Use of WebEOC to request and track resources

## **Tab 5 to Emergency Support Function #5 PRIMARY EOC STAFFING**

### Skeletal Staffing

Emergency Management Coordinator  
Sheriff/Police Chief  
Message Clerk  
Phone Operator

### Full Staffing

Emergency Management Coordinator  
Director of Emergency Management  
Sheriff/Police Chief  
Fire and Rescue Chief or Designated Person  
Health Department Representative  
Social Services Representative  
Red Cross  
Message Clerks (2)  
PIO Officer  
Utility Director or designee  
County Attorney Representative  
Superintendent of Schools or designee

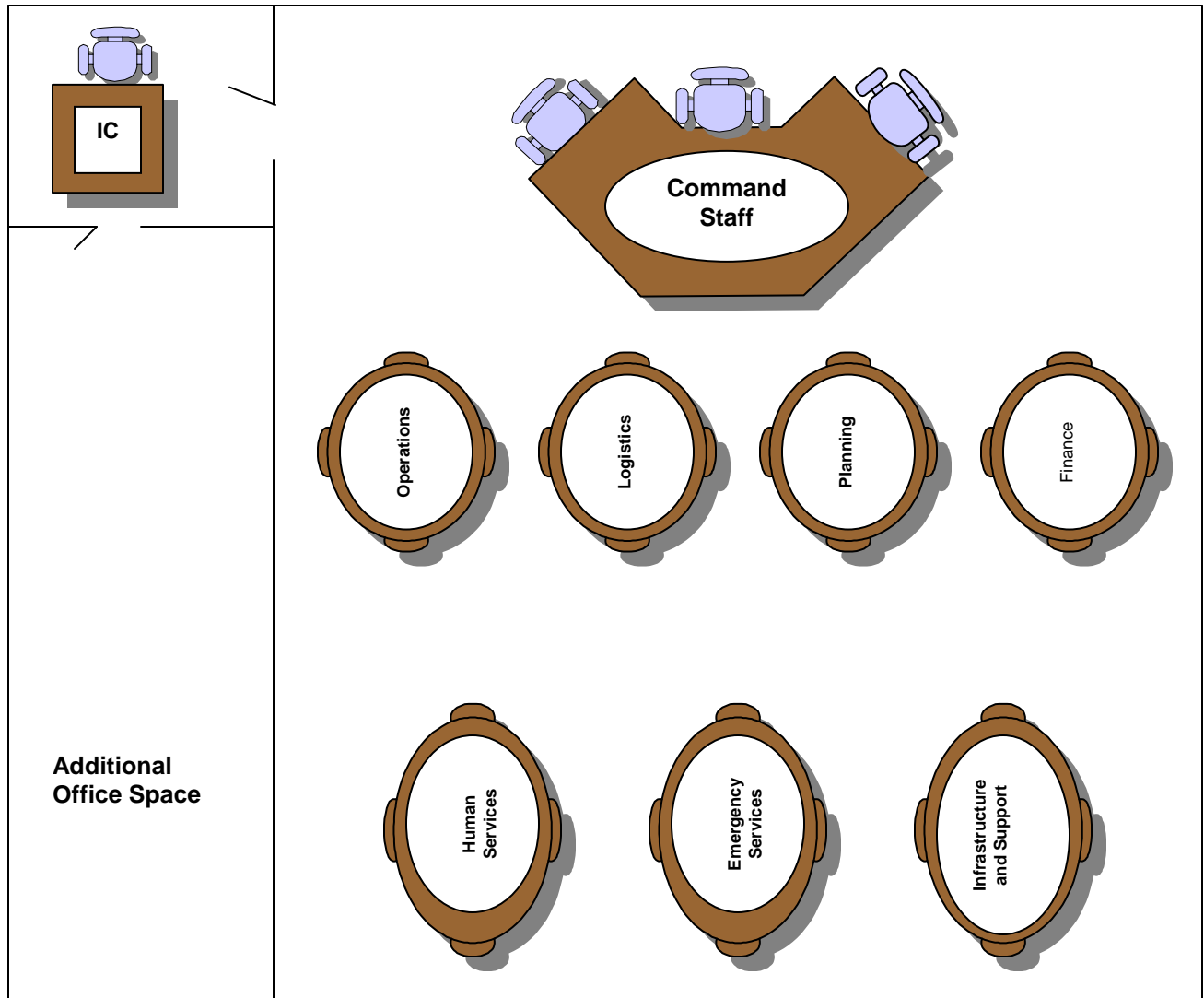
### Messengers (2)

Status Board/Map Assistants (2)  
Plotter Security  
Phone Operators (2)

### Public Information/Rumor Control

Public Information Officer  
Phone Operators  
Message Clerk  
Messenger  
Security

**Tab 6 to Emergency Support Function #5  
EOC FLOOR PLAN**



## **Tab 7 to Emergency Support Function #5 SUGGESTED EOC MESSAGE FLOW**

(To be used when WebEOC or other electronic tracking system is not available)

### Dispatcher/Phone Operator

Receive incoming messages. Record them on standard 3-color form. Enter in personal log and make a photocopy if desired. Deliver messages to the Coordinator.

### Coordinator

Direct and control all emergency operations. Delegate action to service chiefs as needed by giving them the yellow action copy of the message. Assure the routing of all official messages through the Coordinator to the Message Clerk for filing.

### Message Clerk

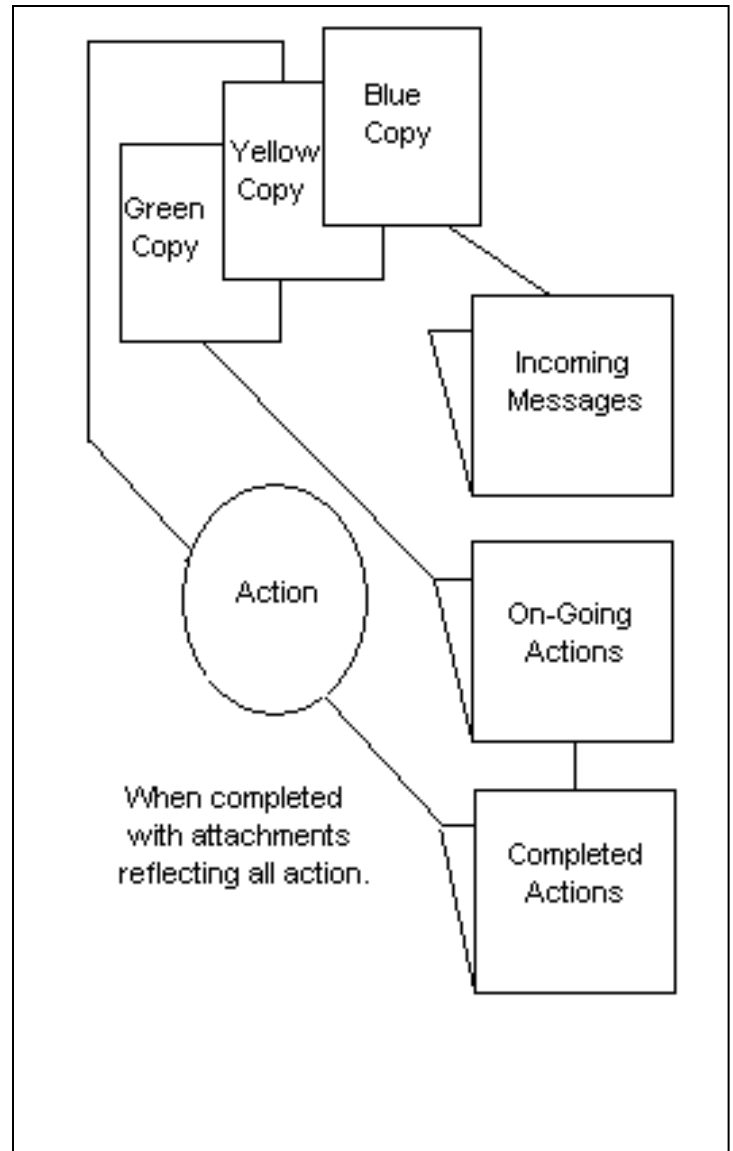
Maintain the official files for the Coordinator—"Incoming Messages," "On-going Actions," and "Completed Actions." Maintain a log of all messages. Assist the Coordinator in keeping abreast of the status of all actions.

### Service Chiefs

Receive task with yellow copy from Coordinator. Complete action. Make a record of all action and attach to yellow "action copy" of message. Return to Coordinator. Retain a photocopy of yellow message plus attachments.

### Messengers

Make photocopies of messages and supporting documentation and return them with the original to the individual making the request. Deliver messages and perform other support duties as required.



**Tab 8 to Emergency Support Function #5  
EOC MESSAGE FORM**

<b>EOC MESSAGE</b>			
			<div style="display: flex; justify-content: flex-end;"><div>URGENT <input type="checkbox"/></div><div>ROUTINE <input type="checkbox"/></div><div>INFO ONLY <input type="checkbox"/></div></div>
MESSAGE NO: _____ DATE: _____ TIME: _____			
TO: NAME: _____ FROM: _____			
ORGANIZATION: _____ ORGANIZATION: _____			
TELEPHONE: _____ TELEPHONE: _____			
SITUATION/INCIDENT DESCRIPTION:			
ACTION TAKEN/RESPONSE/REPLY:			
EOC ACTION OFFICER: _____			

Table 5.2 – Message Form

## Tab 9 to Emergency Support Function #5

### EOC MESSAGE LOG

[illegible]

*Table 5.3 – Message Log*

## Tab 10 to Emergency Support Function #5 EOC SIGNIFICANT EVENTS LOG

[illegible]

*Table 5.4 – Significant Events Log*

## **Tab11 to Emergency Support Function #5 INCIDENT COMMAND SYSTEM**

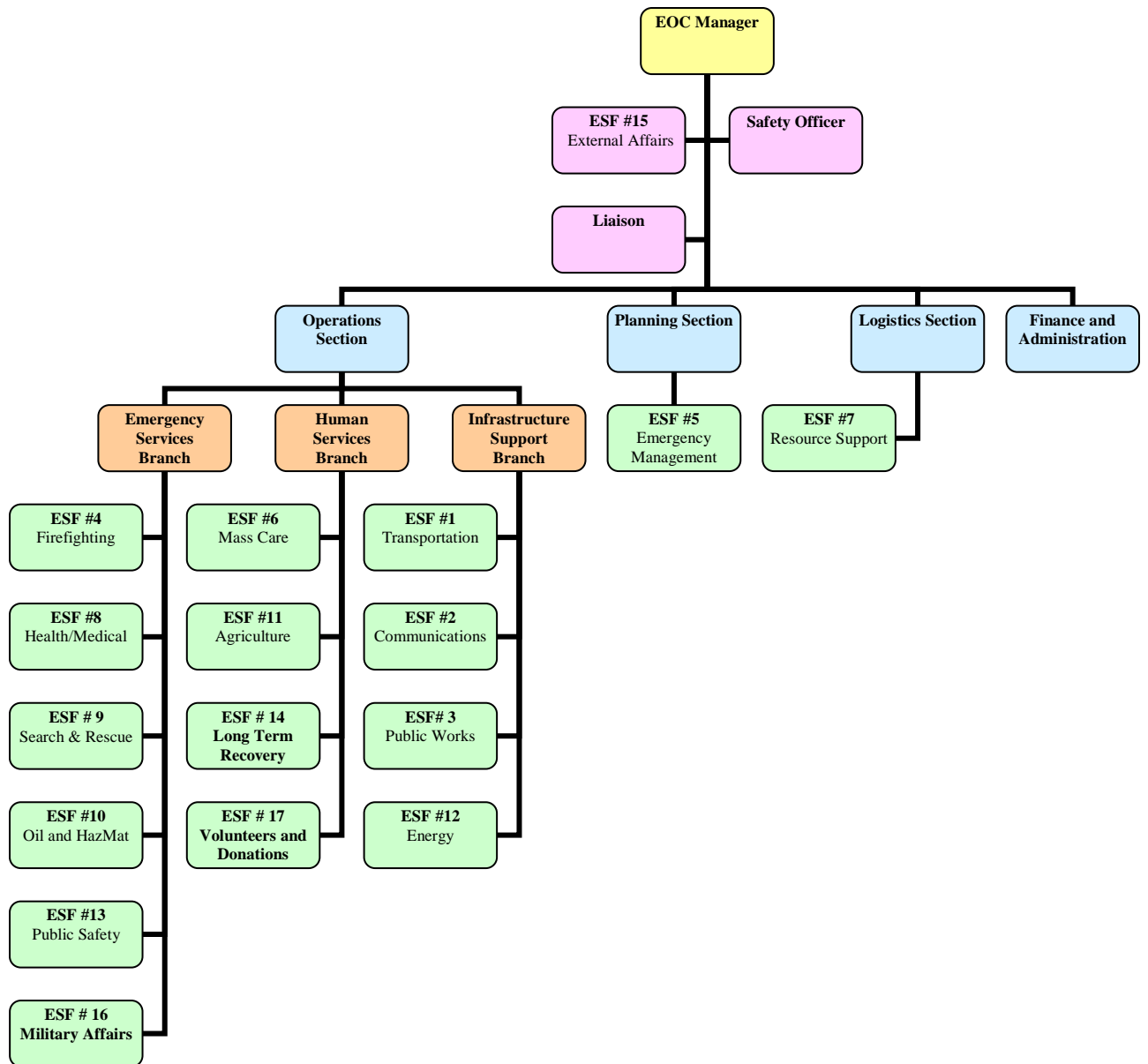
### **Emergency Operations Center (EOC) Structure**

The EOC follows the Incident Command System (ICS)/NIMS structure and the Emergency Support Functions (ESFs) are aligned with ICS staff.

The Incident Command System ensures:

- Manageable span of control (3 to 7 staff; optimum is 5);
- Personnel accountability (each person reports to only one person in the chain of command); and
- Functional positions staffed only when needed (responsibilities for any positions that are not staffed remain with the next higher filled position)





## **Emergency Support Function #6 – Mass Care, Housing, Human Resources**

### **Primary Agencies**

Department of Social Services

### **Secondary/Support Agencies**

American Red Cross  
Emergency Management  
Local Recovery Task Force  
Virginia Department of Health  
Virginia Department of Behavioral Health, and Developmental Services  
Virginia Voluntary Organizations Active in Disaster (VVOAD)  
CERT

## **Introduction**

ESF #6 Mass Care, Housing, and Human Resources address the non-medical mass care, housing, and human services needs of individuals and/or families impacted by natural and/or technological incidents.

### **Policies:**

- ESF-6 support may vary depending on an assessment of incident impact(s), the magnitude and type of event, and the stage of the response and recovery efforts;
- To support mass care activities and provide services without regard to economic status or racial, religious, political, ethnic, or other affiliation;
- To coordinate with ESFs #1, #3, #5, #11, #14 and others regarding recovery and mitigation assistance, as appropriate;
- To assign personnel to support ESF-6 functions in accordance with the rules and regulations of their respective parent agencies; and
- To reduce duplication of effort and benefits, to the extent possible. This includes streamlining assistance as appropriate and identifying recovery and mitigation measures to support local planning efforts.

### **Scope:**

ESF# 6 is intended to address non-medical mass care, housing and human service needs for individuals and family members of the community affected by a disaster.

The services and programs may include the following:

- Sheltering
- Food service
- Emergency First Aid
- Counseling
- Family Assistance Center (FAC)
- Reunification Services
- Virginia Criminal Injuries Compensation Fund

## Concept of Operations

### General:

The Department of Social Services is designated the lead agency for ESF # 6 and maintains overview of ESF # 6 activities, resolves conflicts and responds to questions. The American Red Cross, in partnership with the Department of Social Services is responsible for reception and care of evacuees including feeding operations. Local law enforcement will provide security at the shelters. Local health department and EMS providers will provide first aid and limited medical care at the shelter center. Local Fire Departments will provide fire protection to the shelters. The school system may provide transportation of evacuees to the designated shelter location. The Department of Social Services, as the lead for ESF # 6 will ensure coordination with other ESFs for integration of special sheltering needs for non-general populations, including people with special medical needs and pets. The Department of Social Services will also lead the efforts in assisting impacted individuals with any benefits and programs available to them and will coordinate with the Virginia Department of Behavioral Health and Developmental Services to provide counseling services as needed.

Rockbridge County, City of Buena Vista, and the City of Lexington have pre-determined shelter locations in the event of a large disaster requiring an evacuation. The following services may be offered at these locations:

### Sheltering

- An emergency shelter is an immediate short-term accommodation either (1) designated by local officials for persons threatened by or displaced by an incident, or (2) designated by state officials directing a mandatory evacuation across jurisdictional boundaries either before or after an incident
- Public emergency shelters will provide accommodations for all population groups. Appropriate provisions must be made within the shelter facilities to accommodate people with special medical needs that do not require hospital admission, people without their own transportation, and registered sex offenders.
- Additionally, sheltering for pets and service animals must be included in planning and coordinated with ESF-11. *Refer to the Animal Care and Control Annex for details regarding pet and animal sheltering.*
- For mass evacuations directed by state officials, the Virginia Department of Social Services will coordinate the designation of shelter facilities and the operation of shelters for people who evacuate out of their home jurisdiction

### Feeding

- Feeding is provided to disaster victims and emergency workers through a combination of fixed sites, mobile feeding units, and bulk distribution of food. Feeding is based on sound nutritional standards and to the extent possible
- includes meeting the requirements of victims with special dietary needs

### Emergency First Aid

- Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care facilities and at designated sites. Provision for services is coordinated with ESF-8.

### Counseling

- Provide counseling through local government services if it appropriate based on the scale of the emergency and the capabilities of the counseling services.
- Events in which there are mass casualties and injuries that exceed local governments resources and capabilities can contact the following agencies:

- Outside counseling can be provided via the Department of Criminal Justice's Victims' Services Section, and the Department of Behavioral Health, and Developmental Services, Emergency Mental Health Section, and activated via the local government.

#### **Security**

- The Sheriff's Department and Police Departments have the responsibility for coordinating security during a disaster.
- Secure evacuated areas.
- Provide security to shelter(s)

#### **Transportation**

- Emergency Management and the school system have the responsibility to coordinate transportation during an emergency event.
- Ensure that residents are transported and sheltered safely. *Refer to ESF #1 for details regarding Transportation*

#### **Family Assistance Center (FAC)**

- The FAC plan should be based on the Commonwealth of Virginia FAC, which has been updated by the Virginia Department of Social Services (VDSS). The final version is posted on the VDSS website; VDEM has also posted the information.
- The purpose of the FAC is to provide the seamless delivery of services and the dissemination of information to victims and families following a large scale incident or one in which there are mass casualties, as stated in the Commonwealth of Virginia Emergency Operations Plan, ESF #6 (CoVEOP).
- The scope of services that the FAC may provide include: reunification services, behavioral health care, medical records collection communication services, benefits application entry points, and personal care.
- ESF #6 personnel will report to the incident, coordinate/determine a physical site for FAC operations, and assume oversight and management of the FAC including establishing operational policies, maintaining situational awareness, coordinating needed services and/or resources, identifying gaps and requesting additional resources. The plan should identify by title the individual responsible for this function and identify an alternate.

#### **Reunification Services**

- This service collects information regarding individuals residing within the affected area and makes the information available to immediate family members outside the affected area. The system also aids in reunification of family members within the affected area

If the services of the Virginia Criminal Injuries Compensation Fund (CICF) are required by the FAC, the State Program should be contacted, who will deploy the appropriate personnel to the FAC. These services will be necessary in cases where there are victims of crime in need of financial or advocacy assistance.

"In the event of an emergency when there are crime victims involved as defined by §19.2-11.01 of the Code of Virginia Rockbridge County, City of Lexington, and the City of Buena Vista will contact the Virginia Department of Virginia Criminal Justice Services(DCJS) and the Virginia Criminal Injuries Contact Fund(VCICF) to deploy. Both entities will serve as the lead for coordinating services and assistance to the victims."

### **Criminal Injury Compensation Fund**

Mary Vail Ware, Director, CICF  
Criminal Injuries Compensation Fund (CICF) Department  
Virginia Workers' Compensation Commission  
1000 DMV Drive  
Richmond, VA 23220  
CICF Toll Free: 1-800-552-4007  
Phone: (804) 367-1018  
Email: [maryvail.ware@vwc.state.va.gov](mailto:maryvail.ware@vwc.state.va.gov)  
804-399-8966 (after hours)

Shannon Freeman (alternate).  
800-552-4007 (normal business hours)  
804-614-5567 (after hours)

### **Virginia Department of Criminal Justice Services**

Melissa Roberson  
Training and Critical Incident Response Coordinator  
1100 Bank Street  
Richmond, VA 23219  
Phone: (804) 840-4276  
Fax: (804) 786-3414  
Link: <http://www.dcjs.virginia.gov/research/reportemergency/>

*"The plan shall include, but not be limited to, responsibilities of all local agencies and shall establish a chain of command, and a provision that the Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be contacted immediately to deploy assistance in the event of an emergency as defined in the emergency response plan when there are victims as defined in § [19.2-11.01](#). The Department of Criminal Justice Services and the Virginia Criminal Injuries Compensation Fund shall be the lead coordinating agencies for those individuals determined to be victims, and the plan shall also contain current contact information for both agencies."*

### Tab 1 to Emergency Support Function #6 Designated Shelter

Facility Information	Contact Person(s) and Information	Capacity	Pet Friendly (Y/N)	Back Up Power (Y/N)
Rockbridge Co HS	Haywood Hand 143 Greenhouse Road Lexington, VA 24450 540-463-5555		N	N
Maury River MS	Randy Walters 600 Waddell St. Lexington, VA 24450 540-463-3129		N	N
Central ES	Ryan Barber 85 Central Road Lexington, VA 24450 540-463-4500		N	N
Fairfield ES	Vicky Stevens 20 Fairfield School Rd Fairfield, VA 24430 540-348-5202		N	N
Mountain View ES	Lori Teague 220 Burger Circle Buena Vista, VA 24416 540-261-2418		N	N
Natural Bridge ES	Melanie Falls 42 Natural Bridge School Road Natural Bridge, VA 24579 540-291-2292		N	N
Parry McCluer MS	Troy Clark 2329 Chestnut Avenue Buena Vista, VA 24416 540-261-7340		N	N
Southern Virginia University	Hugh Bouchelle 1 University Hill Drive Buena Vista, VA 214416 540-261-8407		N	Y

Table 6.1 – Shelter Locations

## Tab 2 to Emergency Support Function #6 Shelter Registration Form

**AMERICAN RED CROSS  
SHELTER REGISTRATION FORM**

Please print all sections

Incident / DR Number &amp; Name: \_\_\_\_\_

Shelter Name: \_\_\_\_\_

Shelter City, County/Parish, State: \_\_\_\_\_

Family Name (Last Name):		Total family members registered: Total family members sheltered:
Pre-Disaster Address (City /State/Zip):	Post-Disaster Address (if different) (City/State/Zip):	Identification verified by (Record type of ID; if none, write none):
Home Phone:	Cell Phone/Other:	Primary Language: If primary language is not English, please list any family members who speak English.
Method of Transportation: If personal vehicle-plate #/State: (for security purposes only)		

**INFORMATION ABOUT INDIVIDUAL FAMILY MEMBERS** (for additional names, use back of page)

Name (Last, First)	Age	Gender (M/F)	Rm./Cot #	Arrival Date	Departure Date	Departing? Relocation address and phone

Are you required by law to register with any state or local government agency for any reason?

☐ Yes ☐ No If Yes, please ask to speak to the shelter manager immediately.

I acknowledge that I have read/been read and understand the Red Cross shelter rules and agree to abide by them.

Signature \_\_\_\_\_ Date: \_\_\_\_\_

**CONFIDENTIALITY STATEMENT**

American Red Cross generally will not share personal information that you have provided to them with others without your agreement. In some circumstances disclosure could be required by law or the Red Cross could determine that disclosure would protect the health or well-being of its clients, others, or the community, regardless of your preference.

Below, please initial if you agree to release information to other disaster relief, voluntary or non-profit organizations and/or governmental agencies providing disaster relief.

I agree to release my information to other disaster relief, voluntary or non-profit organizations \_\_\_\_\_

I agree to release my information to governmental agencies providing disaster relief \_\_\_\_\_

By signing here, I acknowledge that I have read the confidentiality statement and understand it.

Signature \_\_\_\_\_ Date: \_\_\_\_\_

Shelter Worker Signature \_\_\_\_\_

After registration, each family should go through the Shelter Initial Intake Form to determine if further assistance or accommodation is needed.

For Red Cross Use Only		Form 5972 Rev 02/07
Copy Distribution		
1. Shelter registration on-site file - Mass Care	2. Information Management (Data Entry)	3. Client (if requested)

## **Tab 3 to Emergency Support Function #6 Special Needs Population Requiring Special Care in Times of Emergency**

### **General**

A confidential listing of such persons is maintained by the Department of Social Services. When the Emergency Operations Center (EOC) is operational, this listing will be available from a Department of Social Services staff member staffing ESF # 6. It will be the responsibility of commercial home health care providers, adult care facilities, group living facilities, day care facilities, assisted living facilities, charitable organizations, and the faith-based community to prepare, maintain, and exercise an evacuation plan that is specific to the facility and to keep current rosters of residents that can be faxed or sent electronically to the EOC during a disaster situation. These plans will be on file with the Emergency Services Coordinator and serve as confidential appendices to this ESF.

### **Special Transportation Resources**

- Public Schools
- Additional transportation resources are identified in the Basic Plan

For example, a local American Red Cross chapter provides relief at the local level and also provides staffing of ESF #6 – Mass Care.



## **Emergency Support Function #7 - Resource Support**

### **Primary Agencies**

Finance Department  
General Services

### **Secondary/Support Agencies**

Emergency Management  
Public Works  
American Red Cross  
Department of Social Services  
Virginia Department of Emergency Management

## **Introduction**

### **Purpose:**

- Identify, procure, inventory, and distribute critical resources for locality during an emergency.

### **Scope:**

- Rockbridge County, City of Buena Vista, and the City of Lexington will determine what resources are available and identify potential sites for receiving, storing, and distributing resources if outside assistance is needed;
- Resource support may continue until the disposition of excess and surplus property is completed; and
- During an incident if demand for resources exceeds the locality's capabilities, then outside requests will be made based on Memorandum Of Understanding (MOU), Mutual Aid agreements and local/state policy. Resources can be requested through the VEOC.

### **Policies:**

- Rockbridge County, City of Buena Vista, and the City of Lexington will use their own resources and equipment during incidents and will have control over the management of the resources as needed to respond to the situation;
- Individuals involved in distributing and/or obtaining resources will be aware of emergency procurement policies and have the authority to do so in an emergency situation;
- Each department with an emergency management role will be responsible for identifying its resources that could be used in an emergency; and
- The Emergency Operations Plan (EOP) reflects state policy, regarding requesting resources based when that policy is determined. All resources are to be requested through WebEOC, using the C-SALTT method.

## **Concept of Operations**

### **General:**

- Potential sites for distribution centers will be identified, if necessary, and strategically located to facilitate recovery efforts; and
- Priorities will be set regarding the allocation and use of available resources.

### **Organization:**

- Departments, with an emergency function, will be responsible for identifying resources, including human resources;
- Convey available resources to emergency manager;
- Identify potential distributions sites for emergency response;
- Identify policies and personnel responsible for obtaining resources;

### **Actions/Responsibilities**

- Designate local department(s) within the community responsible for resource management;
- Develop resource lists that detail type, location, contact arrangements, and acquisition procedures for critical resources;
- Prepare mutual aid agreements with local, and surrounding jurisdictions to aid the locality;
- Develop SOPs to manage the processing, use, inspection, and return of resources coming to the locality;
- Identify actual or potential facilities and ensure they are ready and available to receive, store, and distribute resources (government, private, donated);
- Develop training/exercises to test plan, and to ensure maximum use of available resources and understanding of policies to obtain resources from outside the locality;
- Develop and maintain a detailed list of available community resources; and
- Ensure the community is aware of available resources. The messages are to be coordinated through ESF- 15.

## **Emergency Support Function # 8 – Public Health and Medical Services**

### **Primary Agencies**

Central Shenandoah Health District  
Emergency Management

### **Secondary/Support Agencies**

Department of Social Services  
Carilion Stonewall Jackson Hospital  
Sheriff's Department  
Police Department  
American Red Cross  
Virginia Department of Environmental Quality  
Virginia Department of Health  
Virginia Department of Agriculture and Consumer Services

## **Introduction**

- The purpose of ESF # 8 is to provide health and medical services to the residents of Rockbridge County, City of Buena Vista, and the City of Lexington during and/or after an emergency situation.

### **Purpose:**

- Guide a response using local resources and to coordinate a response with the local and/or state agencies when the incident exceeds the local capabilities.

### **Scope:**

- An all hazards approach based on Rockbridge County's, City of Buena Vista's, and the City of Lexington's ability to provide medical resources; and
- When an incident exceeds the local capabilities, outside assistance will be requested through MOUs, Mutual Aid Agreements, including Statewide Mutual Aid and the coordination of this plan with the Central Shenandoah Health District Emergency Response Plan.

### **Policies:**

- Internal policies and procedures and regulations;
- Privacy policies and laws with regard to provision of medical care;
- Policies regarding provision of first aid and health care; and
- EMS vehicles are dispatched primarily through the ECC, but each provider may also be toned out through their squad station.

## **Concept of Operations**

### **General:**

- Rockbridge County, City of Buena Vista, and the City of Lexington will respond with available resources as designated in the Basic Plan;
- Support and assistance from neighboring local governments and state agencies will be requested based on mutual aid agreements and coordination with other agency's plans; and
- If the EOC is activated during the response, representatives of this ESF will be assigned to the EOC.

## **Responsibilities/Actions**

- Provide personnel, equipment, supplies and other resources necessary to coordinate plans and programs for a medical response during an incident;
- Designate an individual to coordinate medical, health, and rescue services;
- Coordinate and develop SOPs for personnel in this ESF;
- Develop and maintain procedures for providing a coordinated response with local government and private organizations;
- Maintain a roster of key officials in each medical support area; updated rosters are kept at the EOC.
- Review emergency plans with local governments; and
- Implement mutual aid agreements as necessary.

**Tab 1 to Emergency Support Function #8**  
**EMERGENCY MEDICAL SERVICES PROVIDERS**

<b>Provider</b>	<b>Location</b>	<b>Phone Number</b>	<b>Contact</b>	<b>Resources</b>	<b>Personnel</b>
Lexington Rescue	708 S. Main St. Lexington, VA 24450	540-463-3210	Chief Ty Dickerson		
Buena Vista Rescue	P.O. Box 668 Buena Vista, VA 24416	540-261-1719	Captain Danny Breeden		
Glasgow Rescue	P.O. Box 421 Glasgow, VA 24555	540-258-2247	Captain Robert Hickman		
Fairfield Rescue	P.O. Box 136 Fairfield, VA 24435	540-377-2848	Captain Steve Reese		
Goshen Rescue	P.O. Box 66 Goshen, VA 24439	540-997-9409	Captain Linda Arnold		
Effinger Fire/Rescue	2824 Collierstown Rd Lexington, VA 24450	540-463-7596	Chief Steve Emore		
Kerrs Creek Fire/Rescue	2880 W. Midland Trail Lexington, VA 24450	540-463-7515	Chief P.J. Sibold		

*Table 8.1 – EMS Providers*

**Tab 2 to Emergency Support Function #8**  
**Hospitals, Clinics, Medical Facilities and Personnel**  
*(Includes all medical facilities within the jurisdiction, adjacent localities and states)*

<b>Facility</b>	<b>Address</b>	<b>Phone Number(s)</b>	<b>Contact Person</b>	<b>Personnel</b>
Carilion Stonewall Jackson Hospital		540-458-3300		
Augusta Health Systems		800-932-0262		
Rockbridge, Buena Vista, Lexington Health Center		540-464-8700		
Lexington, Rockbridge County Health Department		540-463-3185		
Buena Vista Health Department		540-261-2149		

*Table 8.2 - Hospitals*

**Tab 3 to Emergency Support Function #8  
Emergency MEDEVAC Services**

<b>Provider</b>	<b>Address</b>	<b>Phone Number</b>	<b>Point of Contact</b>
Lifeguard 10	431 McClanahan Street Roanoke, VA	888-377-7628	Carol Gilbert
Lifeguard 12	3 Health Circle Lexington, VA 24450	888-377-7628	Carol Gilbert
Med-Flight 3	18377 Lee Highway Abingdon, VA 24211	276-676-5622 423-844-2104 (Flight Tracking)	John Ratliff Virginia State Police
Wings 4	1109 Snyder Street Marion, VA 24354	276-783-2524 276-807-4791 800-946-4701	Jason Hefner
Pegasus	Charlottesville, VA	434-522-1826 434-924-9287	

*Table 8.3 - Medevacs*

## **Tab 4 to Emergency Support Function #8 Virginia Funeral Directors Associations Inc. Mortuary Disaster Plan Organization**

**Mission** – To develop an efficient and effective management response system in mass fatality disaster situations to facilitate the preparation, processing, and release of deceased human remains to the next of kin or family representative.

**Organization** – The Virginia Funeral Directors Association (VFDA) is responsible for the statewide coordination of the mortuary activities in the state. VFDA's Disaster Response Team is comprised of two state coordinators, four regional coordinators, and seven district coordinators. Each district has a response team comprised of members who have completed training in the VFDA-approved program that qualifies them as certified disaster coordinators. The VFDA response teams will provide support in recovery, evacuation, and identification of the remains.

The Office of the Chief Medical Examiner is by law responsible for the deceased. Virginia is divided into four medical examiner districts that include the Northern Virginia District based in Fairfax, the Western District based in Roanoke, the Central District based in Richmond, and the Tidewater District based in Norfolk (Attachment 1). **Rockbridge County, City of Buena Vista, and the City of Lexington are served by the Western District Office of the Chief Medical Examiner.**

**Concept of Operations** – In the event of a mass fatality disaster situation, the Virginia EOC will contact the State Medical Examiner's Office, who will in turn notify the Virginia Funeral Directors Association (VFDA). Once contacted by the State Medical Examiner's Office, the VFDA will activate the Mortuary Response Plan and response teams. The VFDA Response Teams will operate under the direction of the District Medical Examiner of the district in which the incident occurred.

In order to ensure a prompt and professional response, the Virginia Funeral Directors Association maintains a resource manual of needed supplies, equipment, and vehicles. If additional resources are necessary to effectively respond to a disaster, the VFDA Executive Director has emergency purchasing authority up to a specified limit. The VFDA also has a specially equipped disaster trailer to assist the State Medical Examiner's Office and other funeral directors in the state with disaster field response.



## **Tab 5 to Emergency Support Function #8 Virginia Medical Examiner Districts**

**COMMONWEALTH OF VIRGINIA**  
**DEPARTMENT OF HEALTH**  
OFFICE OF THE CHIEF MEDICAL EXAMINER  
400 East Jackson Street  
Richmond, VA 23219-3694  
(804) 786-3174



### OFFICES OF THE MEDICAL EXAMINER

**Central District (Richmond)**  
400 East Jackson Street  
Richmond, VA 23219-3694  
(804) 786-3174

**Eastern District (Norfolk)**  
830 Southampton Avenue  
Suite 100  
Norfolk, VA 23510  
(757) 683-836

**Northern District (Fairfax)**  
9797 Braddock Road  
Fairfax, VA 22032-1700  
(703) 764-4640

**Western District (Roanoke)**  
6600 Northside High School Rd Suite 100  
Roanoke, VA 24019  
(540) 561-6615

## **Emergency Support Function #9 - Search and Rescue**

### **Primary Agencies**

Sheriff's Department  
Police Department  
EMS  
Fire Departments

### **Secondary/Support Agencies**

Emergency Management  
Volunteer Search and Rescue Groups  
Virginia Department of Emergency Management

## **Introduction**

### **Purpose:**

Emergency Support Function (ESF) #9 – Search and Rescue provides for the coordination and effective use of available resources for search and rescue activities to assist people in potential or actual distress.

### **Scope:**

The locality is susceptible to many different natural and technical hazards that may result in the damage or collapse of structures within the county/cities. Search and Rescue groups/teams must be prepared to respond to emergency events and provide special life saving assistance. Their operational activities include locating, extricating, and providing on site medical treatment to victims trapped in collapsed structures. In addition to this, people may be lost, missing, disoriented, traumatized, or injured in which case the search and rescue agency must be prepared to respond to these incidents and implement search and rescue tactics to assist those who are, or believed to be, in distress or imminent danger. Predominately, these search operations occur in “open field” situations, such as parks, neighborhoods, or other open terrain.

### **Policies:**

- The EOP provides the guidance for managing the acquisition of Search and Rescue resources;
- All requests for Search and Rescue will be submitted to the EOC for coordination, validation, and/or action in accordance with this ESF;
- Communications will be established and maintained with ESF #5 – Emergency Management to report and receive assessments and status information;
- Will coordinate with State and Federal agencies when necessary;
- Personnel will stay up to date with procedures through training and education; and
- Search and rescue task forces are considered Federal assets under the Robert T. Stafford Act only when requested for a search and rescue for a collapsed structure.

## **Concept of Operations**

### **General:**

Law enforcement and local volunteer search and rescue agencies will be responsible for rescue and search operations during a disaster with assistance from EMS and local fire departments. The

Emergency Medical Services (EMS) providers will also assist with other functions of search and rescue as set forth in the Virginia Association of Volunteer Rescue Squad's Operations Plan.

### **Organization:**

Law enforcement followed by volunteer search and rescue agencies will be the primary agency in any search and rescue operation. The local EMS, fire departments, law enforcement, public works and environmental services will assist when required for structural evaluation of buildings and structures (ESF #3). Local Law Enforcement will be the primary agency in any ground searches. The local chapter of the American Red Cross, as requested will assist with support efforts during searches such as mass care feeding; sheltering; bulk distribution; logistics; and health and mental health services for rescue workers, support personnel, and the victims. The Health Department will advise search and rescue medical teams on industrial hygiene issues as they become apparent. The Department of Public Works and Environmental Services will assist with any equipment, maps, staff, and vehicles. In a secondary role local law enforcement will assist with perimeter security, communications, and assistance as required. The Fire Department and EMS as a secondary role will provide medical resources, equipment and expertise.

Communications will be established and maintained with ESF #5 – Emergency Management to report and receive assessments and status information.

### **Actions**

- Develop and maintain plans and procedures to implement search and rescue operations in time of emergency;
- Provide emergency medical treatment and pre-hospital care to the injured;
- Assist with the warning, evacuation and relocation of citizens during a disaster;
- The designated representatives should report to the Emergency Operations Center (EOC). When necessary assign duties to all personnel;
- Follow established procedures in responding to urban search and rescue incidents; and
- Record disaster related expenses.

### **Responsibilities**

- Manages search and rescue task force deployment to, employment in, and redeployment from the affected area;
- Coordinates logistical support for search and rescue during field operations;
- Develops policies and procedures for effective use and coordination of search and rescue;
- Provides status reports on search and rescue operations throughout the affected area; and
- **Request further assistance from the Virginia Department of Emergency Management for additional resources.**

**Tab 1 to Emergency Support Function #9  
Search and Rescue Resources and Personnel**

Resource Provider	Address	Phone Number(s)	Contact Person	Personnel
VDEM SAR Coordinator	VEOC	800-468-8892	Mark Eggeman	Statewide

## **Emergency Support Function #10 - Oil and Hazardous Materials**

### **Primary Agencies**

Fire Departments  
Hazardous Materials Coordinator

### **Secondary/Support Agencies**

Virginia Department of Emergency Management  
Virginia Department of Environmental Quality  
EMS

## **Introduction**

The local fire department will be contacted immediately and the Fire Chief will assume primary operational control of all hazardous materials incidents.

Mutual Aid Agreements with neighboring jurisdictions may provide support to the fire department, depending on their capabilities.

### **Scope:**

- The initial response will be handled by the local fire department.
- Local fire departments have some capability to support a hazard material response, every fire department has personnel trained at the operations level.
- State agencies may be called upon depending on the nature of the incident

### **Policies:**

Local resources, policies and procedures regarding hazardous material incidents should be reviewed and revised, as necessary.

- Fixed Facilities will report annually under SARA Title III;
- Notify the community of the need to evacuate or shelter in place;
- Mutual aid agreements will be implemented; and
- Establish communications with ESF # 5 and ESF #15.

## **Concept of Operations**

### **General:**

Rockbridge County, City of Buena Vista, and the City of Lexington maintains a separate volume of this annex that defines the roles and responsibilities during an oil and hazardous materials incident.

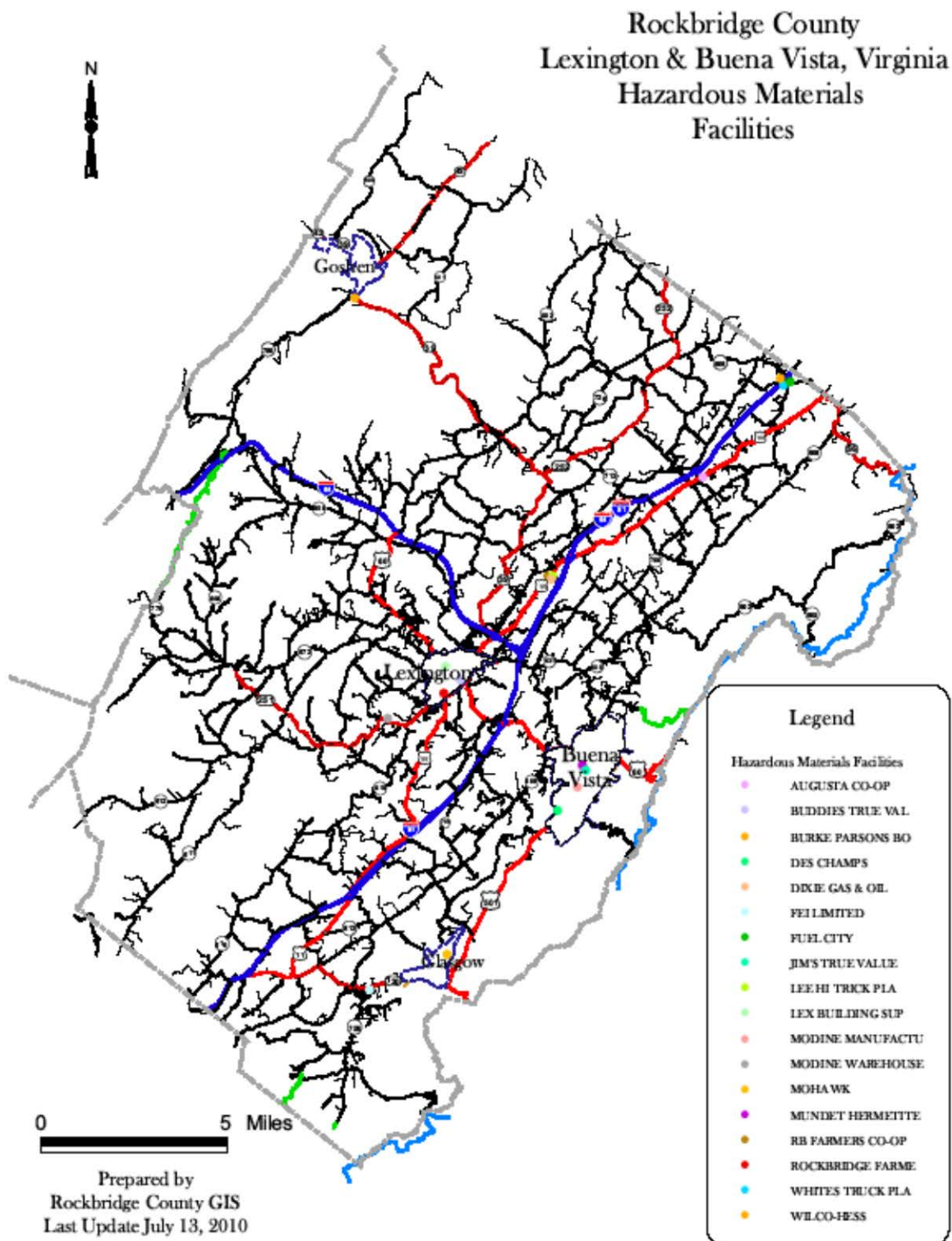
### **Organization:**

- The Local Fire Chief or designee will assume primary operational control of all hazardous materials incidents; until the arrival of the local hazardous materials coordinator who will then assume operational control of the incident.

- Mutual aid agreements between the community and the local government will be implemented;
- The local fire chief will contact the local hazardous materials coordinator and he may request Virginia Department of Emergency Management's (VDEM) Regional Hazardous Materials Officer and Hazardous Materials Response Team
- The NWS may be contacted to provide weather forecast support and/or on-site support for decision support services as/if needed.
- The fire chief and the local hazardous materials coordinator will determine the need to evacuate or shelter in place.
- Law enforcement may coordinate the evacuation of the area.
- ESF# 2 and ESF# 15 will coordinate the dissemination of public information.

### **Actions/Responsibilities:**

- Review procedures for hazard material incident.
- Develop procedures aimed at minimizing the impact of an unplanned release of a hazardous material to protect life and property;
- Conduct training for personnel in hazardous materials response and mitigation;
- Follow established procedures in responding to hazardous materials incidents;
- Record expenses



## **Emergency Support Function # 11 – Agriculture and Natural Resources**

### **Primary Agencies**

VPI Cooperative Extension Service  
Animal Care and Control  
Virginia Department of Agriculture and Consumer Services  
Virginia Department of Social Services  
Emergency Management

### **Secondary/Support Agencies**

Central Shenandoah Health District  
Department of Social Services  
Red Cross  
Virginia Voluntary Organizations Active in Disaster (VVOAD)  
Virginia Department of Game and Inland Fisheries (VDGIF)

## **Introduction**

### **Purpose:**

Agriculture and Natural Resources works to address the provision of nutrition assistance; control and eradication of an outbreak of a highly contagious or economically devastating animal disease, highly infective plant disease, or economically devastating plant pest infestation; assurance of food safety and security; and protection of cultural resources and historic property resources during an incident.

### **Scope:**

Determined based on the local capabilities and include:

- Identify food assistance needs;
- Obtain appropriate food supplies;
- Arrange for transportation of food supplies to the designated area; this is coordinated through ESF- 1
- Implement an integrated response to an outbreak of highly contagious or economically devastating animal disease, infective exotic plant disease or an economically devastating plant pest infestation;
- Coordinate with Public Health and Medical Services to ensure that animal/veterinary/and wildlife issues are supported;
- Inspect and verify food safety in distribution and retail sites;
- Conduct food borne disease surveillance and field investigations;
- Coordinate appropriate response actions to conserve, rehabilitate, recover, and restore natural, cultural, and historic properties resources.

### **Policies:**

- Each supporting agency is responsible for managing its assets and resources after receiving direction from the Local Department of Emergency Management;
- Actions will be coordinated with agencies responsible for mass feeding;
- This ESF will encourage the use of mass feeding as the primary outlet for disaster food supplies;
- Schools and communities may be able to feed affected population for several days;



- Food supplies secured and delivered are for household distribution or congregate meal service;
- Transportation and distribution may be arranged by volunteer organizations; this is to be coordinated through ESF- 17
- Priority is given to moving supplies into areas of critical need and then to areas of moderate need;
- Animal depopulation activities and disposal will be conducted as humanely as possible; and
- Ensure food safety.

## **Concept of Operations**

### **General:**

- Provides for an integrated response to an outbreak of highly contagious or economically devastating animal/zoonotic disease, exotic plant disease, or economically devastating plant or pest infestation;
- Ensures the safety and security of the commercial supply of food (meat, poultry and egg products) following an incident;
- Identifies, secures and arranges for the transportation of food to disaster areas; and
- Protects cultural resources and historic property resources during an incident.

### **Organization:**

The Emergency Management Coordinator will determine what tasks are to be completed and designate the appropriate agency and individuals by titles that are responsible for:

- Assessing damage to facilities and infrastructure;
- Assessing current food supply of community and determine if safe for human consumption;
- Assessing sensitive areas on community, such as plant and animal laboratories, to ensure secure; and
- Conducting inventory of sensitive items, in regard to agriculture and horticulture.

## **Actions**

These items may vary based on local capabilities and the type and magnitude of the emergency event.

- Assist in determining the critical needs of the affected population;
- Catalog available resources and locate these resources;
- Ensure food is fit for consumption;
- Assist and coordinate shipment of food to staging areas;
- Work to obtain critical food supplies that are unavailable from existing inventories;
- Identify animal and plant disease outbreaks;
- Assist in providing inspection, fumigation, disinfection, sanitation, pest termination and destruction of animals or articles found to be contaminated or infected; and,
- Proper containment and disposal of contaminated food, animals, and/or plants.

## **Responsibilities**

- Assist with guidance to unaffected areas as to precautions that may be taken to ensure animal and plant health;

- Assist handling and packing of any samples and shipments to the appropriate research laboratory;
- Provide information and recommendations to the Health Department for outbreak incidents;
- Assist with assigning veterinary personnel to assist in delivering animal health care and performing preventative medicine activities;
- Participate in subsequent investigations jointly with other law enforcement agencies;
- Assess the operating status of inspected meat, poultry and egg product processing, distribution, import and retail facilities in the affected area;
- Evaluate the adequacy of inspectors, program investigators and laboratory services relative to the incident;
- Assist with establishing logistical links with organizations involved in long-term congregate meal service; and
- Establish need for replacement food products.

## **Emergency Support Function # 12 – Energy**

### **Primary Agencies**

Emergency Management

### **Secondary/Support Agencies**

State Corporation Commission (SCC)  
Virginia Department of Mines, Minerals, and Energy (DMME)

## **Introduction**

### **Purpose:**

Estimate the impact of energy system outages in the locality.

Make decisions about closings based on:

- Duration of the outage;
- If portions of the locality are affected or if it the entire community;
- Ability to be operational; and
- Current weather conditions;

Help to prioritize facilities and infrastructure so that power may be restored or other energy supplies may be provided in such a way to enable life to be restored to full capacity as soon as possible.

### **Scope:**

- ESF #12 will collect, evaluate, and share information on energy system damage.

Estimate the impact of energy system outages in the community.

Provide information concerning the energy restoration process such as:

- Projected schedules;
- Percent completion of restoration; and
- Determine schedule for reopening facilities.

The incident may impact the locality only or it may be part of a larger incident that impacts the locality and the region.

In the latter cases, the locality will follow its plans, policies and procedures, but ensure that they are also following regional plans.

### **Policies:**

- Provide fuel, power, and other essential resources
- Locality will contact utility providers;
- Work with utility providers to set priorities for allocating commodities;
- Personnel will stay up to date with procedures through education and training;
- Restoration of normal operations at critical facilities will be a priority;
- Maintain a list of critical facilities and continuously monitor those to identify vulnerabilities
- Make decisions concerning closures; and
- Locality will manage independently, until it needs additional resources.

## **Concept of Operations**

### **General:**

The supply of electric power to customers may be cut off due to either generation capacity shortages and/or transmission/distribution limitations.

Generation capacity shortfalls are a result of:

- Extreme weather conditions; disruptions to generation facilities.

Other energy shortages (such as petroleum products) may result from:

- Extreme weather
- Strikes
- International embargoes
- Disruption of pipeline system
- Terrorism

And can impact transportation and industrial uses

Other Impacts:

- Sever key energy lifelines;
- Constrain supply in impacted areas, or in areas with supply links to impacted areas; and
- Affect transportation, communications, and other lifelines needed for public health and safety.

There may be widespread and prolonged electric power failures that extend beyond the locality. Without electric power, communications could become interrupted.

### **Organization:**

Rockbridge County, City of Buena Vista, and the City of Lexington may activate its EOC in order to:

- Provide for the health and safety of individuals affected by the event;
- Comply with local and state actions to conserve fuel, if needed;
- Coordinate with local governments and utility providers to provide emergency information, education, and conservation guidance to the citizens;
- Coordinate information with local, state, and federal officials and energy;
- Coordinate with suppliers about available energy supply recovery assistance; and
- Submit requests to the Virginia Emergency Operations Center (VEOC) for fuel and power assistance, based on current policy.

The State Corporation Commission (SCC) is the designated commodity manager for natural gas and electric power. The Virginia Department of Mines, Minerals and Energy (DMME) is the commodity manager for petroleum products and for solid fuels.

Following a catastrophic disaster, the Virginia Emergency Operations Center (VEOC), with staff support from SCC and DMME, will coordinate the provision of emergency power and fuel to affected jurisdictions to support immediate response operations. They will work closely with federal energy officials (ESF 12), other Commonwealth support agencies, and energy suppliers and distributors. The locality will identify the providers for each of their energy resources.

## **Actions**

- Identify, quantify, and prioritize the minimum essential supply of fuel and resources required to ensure continued operation of critical facilities;
- Monitor the status of all essential resources to anticipate shortages;
- Maintain liaison with fuel distributors and local utility representatives;
- Implement local conservation measures;
- Keep the public informed; coordinate with ESF- 15
- Implement procedures for determining need and for the distribution of aid;
- Allocate available resources to assure maintenance of essential services;
- Consider declaring a local emergency; and
- Document expenses.

## **Responsibilities**

- Review plans and procedures;
- Review procedures for providing lodging and care for displaced persons (see ESF #6);
- In the event of a fuel shortage, establish procedures for local fuel suppliers/distributors to serve customers referred to them by City and County Government;
- Keep the public informed and aware of the extent of the shortage, the need to conserve the resource in short supply, and the location and availability of emergency assistance;
- Provide emergency assistance to individuals as required;
- Enforce state and local government conservation programs; and
- Identify resources needed to restore energy systems.

**Tab 1 to Emergency Support Function #12  
Utility Providers**

Utility Provider	Address	Phone Number(s) & 24-Hour Contact	Contact Person
BARC Electric	84 High Street Dr. Millboro, VA 24460	800-846-2272	Dale Myer
Dominion Power	120 Tredegar Street Richmond, VA 23219	804-771-3655 804-736-3655 804-514-2277	Jennifer Cormier Kingsley
Public Service Authority	150 South Main St. Lexington, VA 24450	540-463-4329 540-463-9177	Melissa Alexander
City of Lexington	300 E. Wahsington St. Lexington, VA 24450	540-463-3154 540-463-3566 540-463-9177	Mike Kennedy Rick Allen
City of Buena Vista	2309 Sycamore Ave. Buena Vista, VA 24416	540-261-1444 540-261-8630 540-261-6171	Mike Crosby
Rockbridge County	150 South Main St. Lexington, VA 24450	540-463-4361	Jeremy Garrett
Columbia Gas of Virginia	1809 Coyote Drive Chester, VA 23836	800-544-5606 800-543-8911	Consumer Support
Columbia Gas Transmission Corp.	735 Borden Road Lexington, VA 24450	540-463-3138 800-835-7191	Vernon Sloan

## **Emergency Support Function # 13 – Public Safety and Security**

### **Primary Agencies**

Sheriff's Office  
Police Departments

### **Support Agencies**

Emergency Management  
Fire Departments  
EMS  
Virginia Department of Transportation (VDOT)  
Virginia State Police (VSP)

## **Introduction**

### **Purpose:**

- Maintain law and order;
- Provide public warning; coordinated through ESF- 2 and ESF- 15
- Provide for the security of critical facilities and supplies, including shelters;
- Provide a “safe scene” for the duration of a disruptive incident;
- Provide access control to evacuated areas or critical facilities;
- Traffic control, as needed, coordinated with ESF- 1
- Leads ground search and rescue operations; and
- Assists with the identification of the dead.

Several factors may require outside assistance to respond to the event:

- Law or regulation may require involvement of state or federal agencies due to circumstances of the event (e.g. a terrorist event); and
- If the locality is impacted by a larger event that affects the region.

### **Scope:**

ESF #13 responds to an emergency in the locality using existing procedures. These procedures are in the form of department directives that cover all-hazards disasters and acts of terrorism.

### **Policies:**

- The Sheriff's Office and Police Departments will retain operational control of their respective jurisdictions;
- The operational plan will be coordinated with the local government's plan pursuant to Code of Virginia;
- Law enforcement will coordinate the response with other ESFs on the details of the events;
- Coordinate with Emergency Management to identify areas of potential evacuation;
- Rockbridge County, City of Buena Vista, and the City of Lexington has in place appropriate MOUs and Mutual Aid agreements; and
- The plan and the incident command staff may become subordinate if other organizations are called upon.

## **Concept of Operations**

### **General:**

Existing procedures in the form of department directives may provide the basis for a law enforcement response in times of emergency. The mission of ESF # 13 is to maintain law and order, protect life and property, provide traffic control and law enforcement support, secure essential facilities/supplies and coordinate mutual aid.

The ECC is the point of contact for the receipt of all warnings and notification of actual or impending emergencies or disasters.

### **Organization:**

- Local Law Enforcement will utilize their normal communications networks during disasters;
- Designate areas that need to be evacuated;
- Provide traffic control and security; and
- Coordinate with local law enforcement if the event exceeds the local capability.

## **Actions/Responsibilities**

- Maintain police intelligence capability to alert government agencies and the public to potential threats; information is shared via the Virginia Fusion Center.
- Develop strategies to effectively address special emergency situations that may require distinct law enforcement procedures, such as civil disorders, hostage taking, weapons of mass destruction, terrorist situations, and bomb threats/detonations;
- Test primary communications systems and arrange for alternate systems, if necessary; coordinated with ESF- 2
- Assist with the implementation of the evacuation procedures for the threatened areas, if necessary;
- Provide traffic and crowd control as required;
- Provide security and law enforcement to critical facilities;
- Implement existing mutual aid agreements with other jurisdictions, if necessary; and
- Document expenses.
- Coordinates backup support from other areas;
- Initial warning and alerting;
- Security of emergency site, evacuated areas, shelter areas, vital facilities and supplies;
- Traffic control;
- Evacuation and access control of threatened areas; and
- Assist the Office of the Chief Medical Examiner Health Department with identification of the dead.



**Tab 1 to Emergency Support Function #13  
ENTRY PERMIT TO ENTER RESTRICTED AREAS**

1. Reason for entry (if scientific research, specify objectives, location, length of time needed for study, methodology, qualifications, sponsoring party, NSF grant number and date on separate page). If contractor/agent--include name of contractual resident party, attach evidence of right of interest in destination. Resident: Purpose.

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2. Name, address, and telephone of applicant, organization, university, sponsor, or media group. Also contact person if questions should arise.

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3. Travel (fill out applicable sections; if variable call information to dispatcher for each entry)

Method of Travel (vehicle, aircraft) \_\_\_\_\_

Description of Vehicle/Aircraft Registration \_\_\_\_\_

Route of Travel if by Vehicle \_\_\_\_\_

Destination by legal location or landmark/E911 address \_\_\_\_\_

Alternate escape route if different from above \_\_\_\_\_

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4. Type of 2-way radio system to be used and your base station telephone number we can contact in emergency (a CB radio or radio telephone will not be accepted). Resident: cellular or home number. \_\_\_\_\_

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Entry granted into hazard area.

Authorizing Signature \_\_\_\_\_ Date \_\_\_\_\_

The conditions for entry are attached to and made a part of this permit. Any violation of the attached conditions for entry can result in revocation of this permit.

The Waiver of Liability is made a part of and attached to this permit. All persons entering the closed area under this permit must sign the Waiver of Liability before entry.



**Tab 3 to Emergency Support Function #13**

**Law Enforcement Resources**

*(Maintain a list of available law enforcement resources and personnel)*

Department	Phone Number	Contact	Resource
Rockbridge County Sheriff's Office	540-463-7329	Sheriff Chris Blalock	Deputies
			Vehicles
			Administrative Personnel
Buena Vista Police Department	540-261-6174	Chief Garth Wheeler	Officers
			Vehicles
			Administrative Personnel
Lexington Police Department	540-462-3705	Chief Alfred Thomas, Jr.	Officers
			Vehicles
			Administrative Personnel

## **Emergency Support Function #14 – Long Term Recovery**

### **Primary Agencies**

Emergency Management  
Department of Social Services

### **Secondary/Support Agencies**

Building Official's Office  
Zoning and Planning Office  
American Red Cross  
Virginia Voluntary Organizations Active in Disaster (VVOAD)  
Public Affairs  
County/City Attorney  
Local Disaster Recovery Task Force

## **Introduction**

### **Purpose:**

To facilitate both short term and long term recovery following a disaster. The recovery process begins with an impact analysis of the incident and support for available programs and resources and to coordinate programs to assist in the comprehensive economic, social, and physical recovery and reconstruction of the community impacted by the emergency.

### **Scope:**

ESF #14 support may vary depending on the magnitude and type of incident and the potential for long term and severe consequences. ESF #14 will address significant long-term impacts in the affected area on housing, business and employment, community infrastructure, and social services. The full scope of services provided will depend on local capabilities and resources.

### **Policies:**

- ESF #14 will begin the recovery process for any disaster with the implementation of short term disaster relief programs by non-governmental organizations and federal and state programs authorized by a presidential declaration of major disaster.
- The initiatives of the Governor and the Economic Crisis Strike Force will be tailored for the needs of the impacted communities and will utilize new and existing programs.
- Long-term recovery and mitigation efforts are forward-looking and market-based, focusing on permanent restoration of infrastructure, housing, and the local economy, with attention to mitigation of future impacts of a similar nature, when feasible.
- Federal agencies may be requested to continue to provide recovery assistance under independent authorities to the state and local governments; the private sector; and individuals, while coordinating activities and assessments of need for additional assistance.

## **Concept of Operations**

### **General:**

The recovery phase addresses broad recovery and reconstruction which deals with more permanent and long-term redevelopment issues.

The recovery and reconstruction component, deals with housing and redevelopment, public works, economic development, land use, zoning, and government financing.

The recovery analysis process is comprised of the following phases: reentry, needs assessment, damage assessment, the formulation of short- and long-term priorities within the context of basic needs and available resources, and the identification and implementation of appropriate restoration and development strategies to fulfill priorities established, as well as bring about an effective recovery program.

The process to request and receive federal assistance will be the same as all other natural or man-made disasters. The Virginia Department of Emergency Management will be the coordinating state agency in the recovery process, and FEMA will be the coordinating federal agency. Utilizing the preliminary damage assessment information collected, short-term and long-term priorities are established and recovery strategies developed in coordination with other state agencies, local governments, the federal government, and private industry.

Long-term strategies would strive to restore and reconstruct the post-disaster environment to pre-existing conditions. Federal and state agencies will provide technical assistance to localities in the long-term planning and redevelopment process. If the disaster does not received a Federal Declaration then the region will perform the duties of recovery on its own. Regional cooperation and coordination will be stressed and promoted at all levels of government in order to achieve the priorities established and facilitate recovery efforts. The locality will develop strategies in coordination with regional local governments and the Central Shenandoah Planning District Commission. Federal and state catastrophic disaster plans will support this effort. Items or actions to be focused on in this phase include:

- Completion of the damage assessment; based on the Damage Assessment Annex.
- Completion of the debris removal; using the Debris Management Annex
- Repairing/rebuilding the transportation system;
- Repairing/rebuilding of private homes and businesses; and
- Hazard Mitigation projects.

### **Organization:**

- The Governor will determine the need for high-level oversight of the process of reconstruction and redevelopment of the impacted area.
- The Governor may activate the Economic Crisis Strike Force (ECSF), led by the Secretary of Commerce and Trade, to organize and direct redevelopment activities.
- The Governor and the Secretary of Commerce and Trade will determine the mission and scope of the Economic Crisis Strike Force based on the sectors of the community that need redevelopment or reconstruction – such as infrastructure, economic structure, human services or special accountability issues.
- The strategy for long-term recovery should encompass, but *not* be limited to, land use, public safety, housing, public services, transportation services, education,.
- The ECSF will establish the organization, plan the strategies, and oversee the efforts to accomplish the mission.

## **Actions/Responsibilities**

- Partner with disaster recovery agencies to implement recovery programs;
- Coordinate the state's participation in recovery operations with FEMA, SBA and other federal agencies co-located in the Joint Field Office or other command center;
- Develop a recovery strategy that addresses, but is not limited to, infrastructure (land-use, transportation, housing, public services), economic development, and human services (public health, medical care, behavioral health services)
- Advise on the recovery implications of response activities and coordinate the transition from response to recovery in field operations;
- Identify appropriate Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available;
- Avoid duplication of assistance, coordinate to the extent possible program application processes and planning requirements to streamline assistance, and identify and coordinate resolution of policy and program issues, and;
- Determine and identify responsibilities for recovery activities.
- All information coordinated through ESF- 15

## **Emergency Support Function # 15 – External Affairs**

### **Primary Agencies**

County/City Administrator  
Public Information Officer

### **Secondary/Support Agencies**

Virginia Department of Emergency Management  
Local Television/Radio Stations  
Local Newspaper  
Law Enforcement Agencies

## **Introduction**

### **Purpose:**

Provide for efficient and coordinated continuous flow of timely information and instructions to the public using all available communications media prior to, during, and following an emergency or disaster.

### **Scope:**

Provide emergency public information actions before, during, and following any emergency. Potential public information response could involve personnel from all jurisdictions, organizations, agencies, and areas within the affected area.

## **Concept of Operations**

### **General:**

The Public Information/Affairs Office is responsible for providing the community with information on impending or existing emergencies, to include immediate protective actions they should take such as sheltering or evacuation.

A Joint Information Center (JIC) may be activated, if the situation warrants. The JIC will likely be at an off-site location. Agencies involved will staff telephones and coordinate media activities under the supervision of the EPIO.

All agencies and organizations are responsible for providing the PIO with appropriate timely information about the incident and actions needed to save lives and protect property.

### **Organization:**

A Public Affairs Officer may be appointed to serve as the primary ESF #15 coordinator. Other local and/or state officials will serve within the JIC.

Additionally, Rockbridge County, City of Buena Vista, and the City of Lexington will establish a Community Relations (CR) plan which will include incident specific guidance and objectives at the beginning of the incident. Conducting the CR function is a joint responsibility between local, state, and federal personnel. The composition of field teams should involve a variety of local, state, and federal personnel. These teams assist in the rapid dissemination of information, to identify

unmet needs, to establish an ongoing dialogue and information exchange, and to facilitate collaborative community, local, state, and federal planning and mutual disaster recovery support.

## **Responsibilities/Actions**

- Develop standard operations procedures (SOPs) to carry out the public information function;
- Develop and conduct public information programs for community/citizen awareness of potential disasters, as well as personal protection measures for each hazards present;
- Develop Rumor Control Procedures;
- Prepare advance copies of emergency information packages for release through the news media during actual emergencies;
- Brief local news media personnel, community officials, local, state, and federal agencies on External Affairs policies, plans, and procedures;
- Maintain current lists of radio stations, televisions stations, cable companies, websites, and newspapers to be utilized for public information releases;
- Maintain support agreements and liaison arrangements with other agencies and the new media, if needed;
- Maintain arrangements to provide a briefing room for the media in the vicinity of the EOC or at the location of the disaster;
- Coordinate with VDEM PIO, Governor's Press Secretary and the Secretary of Public Safety to prepare initial press releases;
- Assist with the preparation/transmission of EAS messages, if needed;
- Disseminate news releases and daily Situation Reports from the State EOC via the agency's website;
- Disseminate information to elected officials through the legislative liaison function;
- Establish, with assistance from VDEM and other agencies, the Virginia Public Inquiry Center for the general public to call for information;
- Monitor the media to insure accuracy of information and correct inaccurate as quickly as possible;
- Plan and organize news conferences with the Governors staff, if necessary;
- Provide information to the public about available community disaster relief assistance and mitigation programs;
- Coordinate efforts to provide information to public officials, and;
- Facilitate communications between the public and other agency officials to ensure that affected people have access and knowledge about benefits for which they may be eligible.



### Tab 1 to Emergency Support Function #15 Emergency Public Information Resources

Newspaper	Address	Contact	Phone Number(s)
The News-Gazette	20 W. Nelson Street	Editor	540-463-3113
Rockbridge Weekly	107 E. Washington St.	Editor	540-464-6600
Roanoke Times	201 W. Campbell Ave. Roanoke, VA	Editor	800-346-1234 540-981-3340
Radio Stations	Address	Contact	Phone Number(s)
3WZ FM-96.7	392 E. Midland Trail	Station Manager	540-463-2161
Television Stations	Address	Contact	Phone Number(s)
WDBJ 7 – Roanoke	2807 Hershberger Road Roanoke, VA 24017	Bureau Chief	540-344-7000 800-777-9325
WSLS 10 – Roanoke	401 3 <sup>rd</sup> Street Roanoke, VA 24011	News Director	800-SEE-NEWS 540-981-9126

Table 15.1 – Media Contacts

**Tab 2 to Emergency Support Function #15  
Emergency Public Information  
PIO Prearranged Messages**

Release or Spill  
(No explosion or fire)

1. Local - Public Information Notification of an Incident (Fire and/or Explosion Imminent)

At \_\_\_\_\_ (a.m./p.m.) today, an incident/accident occurred on \_\_\_\_\_  
(hwy/street). Certain dangerous materials have been spilled/leaked/released from a tank  
car/truck. Due to the toxicity of material released to the atmosphere, all traffic on  
\_\_\_\_\_ (hwy/street) is being rerouted via \_\_\_\_\_

Due to the possibility of an explosion and major fire, all residents living within \_\_\_\_\_ feet of  
the site are urged to leave immediately and report to (school, church, etc.).

Follow directions given by emergency workers, State Police, or Police Department.

You will be notified when it is safe to return to your homes. Stay tuned to this station for  
additional information/instructions.

**Tab 3 to Emergency Support Function #15  
Emergency Public Information  
PIO Prearranged Messages**

(FIRE AND/OR EXPLOSION IMMINENT)

2. Local - Public Information Notification of an Incident (Fire and/or Explosion Imminent)

At \_\_\_\_\_ (a.m./p.m.) today, an accident occurred on \_\_\_\_\_ (hwy/railroad)  
at \_\_\_\_\_ (location). All traffic on \_\_\_\_\_  
(hwy) is being rerouted via \_\_\_\_\_ (hwy/intersection) until further notice.

Due to the possibility of an explosion and major fire, all residents living within \_\_\_\_ feet of  
the site are urged to leave immediately and report to \_\_\_\_\_ (school,  
church, etc.).

Follow directions given by emergency workers, State Police, or Police Department.

You will be notified when it is safe to return to your homes. Stay tuned to this station for  
additional information/instructions.

**Tab 4 to Emergency Support Function #15**  
**Emergency Public Information**  
**Sample Health Advisory for Shelter Centers**

DATE: \_\_\_\_\_

TO: \_\_\_\_\_

FROM: \_\_\_\_\_

SUBJECT: Health Risks Resulting from \_\_\_\_\_  
(event, site, & date)

The \_\_\_\_\_ (event) at \_\_\_\_\_ (site) in City/ County on \_\_\_\_\_ (date) released chemical particles into the environment in concentrations sufficient to cause health problems in some persons. Individuals suffering from chronic respiratory conditions, the elderly, infants and young children, and other individuals highly sensitive to air pollutants are at increased risk. Although residents were evacuated, it is possible that some evacuees may experience symptoms which are characteristic of over exposure to these chemicals.

Shelter residents should be monitored for symptoms which are characteristic of exposure to the chemicals which necessitated the evacuation. These symptoms are \_\_\_\_\_  
\_\_\_\_\_. (enter symptoms from MSDS or other sources)

In addition to specific information on patient's medical condition and treatment, record specific information related to the incident such as patient's location when exposed to contaminants, estimated distance of that location from \_\_\_\_\_ (site of incident), and estimated time of onset of symptoms. Report incidents to the Department of Health.

For additional information, contact the **City/County** Health Department at XXX-XXX-XXXX

**Tab 5 to Emergency Support Function #15  
Emergency Public Information  
Sample Health Advisory for Chemical/Biological Event**

DATE: \_\_\_\_\_

TO: \_\_\_\_\_

FROM: **City/County** Health Department

SUBJECT: Health Risks Resulting from \_\_\_\_\_  
(event, site, & date)

The **City/County** Public Health Department has issued a Public Health Advisory concerning possible chemical/biological contamination by \_\_\_\_\_ (event) at the \_\_\_\_\_ (location) in /CityCounty.

The chemical release occurred at \_\_\_\_\_ (date & time). Substances released into the environment during this incident can present health risks to susceptible persons. Persons who have been exposed to these chemicals may experience one or more of the following symptoms:  
\_\_\_\_\_. (list symptoms on the MSDS)

Any person who was in the vicinity of \_\_\_\_\_ (site of event) between \_\_\_\_\_ (hours) on \_\_\_\_\_ (day) should be alert to symptoms indicating exposure to the chemicals released. Persons experiencing symptoms of contamination are advised to consult their physician or go to the nearest hospital emergency department for evaluation.

For further information, contact **City/County** Health Department at XXX-XXX-XXXX

**Tab 6 to Emergency Support Function #15**  
**Emergency Public Information**  
**Sample Health Advisory for Physicians**

DATE: \_\_\_\_\_

TO: All Primary Care Physicians in \_\_\_\_\_  
(area, city, county)FROM: **City/County** Health DepartmentSUBJECT: Health Risks Resulting from \_\_\_\_\_  
(event, site & date)

The \_\_\_\_\_ (event) at \_\_\_\_\_ (site) in **City/County** released chemical particles into the environment in concentrations sufficient to cause health problems in some persons. Individuals suffering from chronic respiratory conditions, the elderly, infants and young children, and other individuals highly sensitive to air pollutants are at increased risk. Although precautions were taken, it is possible that some residents in the area may experience symptoms which are characteristic of over exposure to these chemicals.

Exposure to \_\_\_\_\_ (list name(s) of chemicals involved) should be considered with patients experiencing \_\_\_\_\_.

In addition to specific information on patient's medical condition and treatment, record specific information related to the incident such as patient's location when exposed to contaminants, estimated distance of that location from \_\_\_\_\_, (site of incident) and estimated time of onset of symptoms. Report incidents to the **City/County** Health Department.

For additional information, contact the **City/County** Health Department at XXX-XXX-XXXX

**Tab 6 to Emergency Support Function #15**  
**Emergency Public Information**  
**Sample Health Advisory for Primary Health Care Facilities**

DATE: \_\_\_\_\_  
TO: All Primary Care Facilities in \_\_\_\_\_  
(area, city, county)  
FROM: **City/County** Health Department  
SUBJECT: Health Risks Resulting from \_\_\_\_\_  
(event, site & date)

The \_\_\_\_\_ (event) at \_\_\_\_\_ (site) in **City/County** released chemical particles into the environment in concentrations sufficient to cause health problems in some persons. Individuals suffering from chronic respiratory conditions, the elderly, infants and young children, and other individuals highly sensitive to air pollutants are at increased risk. Although precautions were taken, it is possible that some residents in the area may experience symptoms which are characteristic of overexposure to these chemicals.

Exposure to \_\_\_\_\_ (list name(s) of chemicals involved)  
should be considered with patients experiencing \_\_\_\_\_.

In addition to specific information on patient's medical condition and treatment, record specific information related to the incident such as patient's location when exposed to contaminants, estimated distance of that location from \_\_\_\_\_ (site of incident), and estimated time of onset of symptoms. Report incidents to the Department of Health.

For additional information, contact the **City/County** Health Department at XXX-XXX-XXXX

## **Emergency Support Function # 16 – Military Support**

### **Primary Agency**

Department of Military Affairs – Virginia National Guard

### **Secondary/Support Agencies**

Emergency Management

Virginia Department of Emergency Management

## **Introduction**

### **Purpose:**

Emergency Support Function (ESF) #16 – Military Affairs is to assist and provide Military Support (Virginia National Guard) in times of a major or catastrophic disaster, and/or civil unrest.

## **Concept of Operations**

### **General:**

The Virginia National Guard, when directed by the Governor of the Commonwealth of Virginia, can employ Virginia National Guard personnel, equipment, and resources, through appropriate commanders, to assist civil authorities.

The Virginia National Guard will provide Military Support to Civil Authorities in accordance with the existing Virginia National Guard Operation Plan for Military Support to Civil Authorities.

### **Organization:**

The Virginia National Guard is a support agency for the other Emergency Support Functions located in the Emergency Operations Center.

### **Policies:**

In accordance with existing National Guard Bureau Regulations, it is understood that the primary responsibility for disaster relief shall be with the locality.

## **Responsibilities**

- Provide Military Support to civil authorities on a mission request basis, within the Virginia National Guard's capability, and within the limitations of existing State law, military regulations, and the applicable Governor's Executive Order.



## **Emergency Support Function #17 - Volunteer and Donations Management**

### **Primary Agencies**

Emergency Management

### **Secondary/support Agencies**

Virginia Voluntary Organizations Active in Disaster (VVOAD)

Public Information Office

Department of Social Services

County/City Attorney

## **Introduction**

### **Purpose:**

ESF # 17 describes the coordinating processes used to ensure the most efficient and effective utilization of unaffiliated volunteers and unsolicited donated goods during disasters.

### **Scope:**

Volunteer services and donated goods refer to unsolicited goods, and unaffiliated volunteer services. Coordination of affiliated volunteers will also be needed during recovery operations.

### **Policies:**

In coordination with VVOAD, and Emergency Management has primary responsibility for the management of unaffiliated volunteer services and unsolicited donated goods.

The donation management process must be organized and coordinated to ensure the citizenry is able to take advantage of the appropriate types and amounts of donated goods and services in a manner that precludes interference with or hampering of emergency operations.

- Coordinates with other agencies to ensure goods and resources are used effectively;
- Looks principally to those organizations with established volunteer and donation management structures;
- Encourages cash donations to recognize non-profit voluntary organizations;
- Encourages individuals to participate through local Citizen's Corps Council and/or affiliate with a recognized organization; and
- Encourages the use of existing nongovernmental organizational volunteer and donations resources before seeking governmental assistance.

## **Concept of Operations**

### **General:**

Volunteer and Donations Management operations may include the following:

- A Volunteer and Donations Coordinator
- A phone bank
- A coordinated media relations effort, using ESF-15 as the spokesperson for the needs
- Effective liaison with other emergency support functions, state and federal government officials
- Facility Management Plan

### **Donated Goods Management Function**

- Management of unsolicited donated goods involves a cooperative effort by local and voluntary and community based organizations, the business sector and the media.
- Rooftop of Virginia, in conjunction with voluntary organization partners and local government, are responsible for developing donations management plans and managing the flow of donated goods during disaster operations.

### **Volunteer Management Function**

- Management of unaffiliated volunteers requires a cooperative effort by local and voluntary and community based organizations, such as Citizen Corps Councils, faith-based organizations, the private sector and the media.
- Developing plans that address the management of unaffiliated volunteers during disaster response and recovery.

### **Organization:**

The Emergency Management Coordinator will identify sites and facilities that will be used to receive, process, and distribute the unsolicited donated goods that will be sent to the disaster area. The primary POD for the region is Rockbridge County High School. The necessary equipment, staff, communications, and security support to these facilities and sites will be provided by Rockbridge County, the City of Buena Vista, and the City of Lexington and volunteer organizations, as required.

The Emergency Management Coordinator will coordinate the disaster relief actions of quasi-public, private sector partners and volunteer relief agencies and groups. This is necessary to insure maximum effectiveness of relief operations and to avoid duplication of effort and services. The American Red Cross has been incorporated into the local emergency services organization providing food and clothing to displaced persons at the Shelter Centers.

Standard operating procedures will be developed to address screening, processing, training, and assignments of volunteers who will show up once recovery efforts begin. The service to which personnel are assigned will provide the necessary training. Persons who already possess needed skills or have received specialized training, such as heavy equipment operators, should be assigned duties, which allow for the maximum benefit of their skills. Each individual volunteer will be registered, and a log will be maintained of man-hours worked. Accurate records of all incurred expenses will be maintained.

## **Responsibilities**

- Identify potential sites and facilities to manage donated goods and services being channeled into the disaster area;
- Identify the necessary support requirements to ensure the prompt establishment and operation of these facilities and sites;
- Assign the tasks of coordinating auxiliary manpower and material resources;

- Develop procedures for recruiting, registering and utilizing auxiliary manpower;
- Develop a critical resources list and procedures for acquisition in time of crisis;
- Develop procedures for the management of donated goods;
- Receive donated goods;
- Assist with emergency operations;
- Assign volunteers to tasks that best utilize their skills; and
- Compile and submit totals for disaster-related expenses.

**Tab 1 to Emergency Support Function # 17 – Volunteer & Donations  
Management  
Volunteer Registration Form**

- I. Name
  
  
  
  
  
  
  
  
  
  
- II. Social Security Number
  
  
  
  
  
  
  
  
  
  
- III. Organization (if appropriate)
  
  
  
  
  
  
  
  
  
  
- IV. Skill or Specialized Service (i.e., carpenter, heavy equipment operator, medical technician, etc.)
  
  
  
  
  
  
  
  
  
  
- V. Estimated length of time services can be provided in the disaster area
  
  
  
  
  
  
  
  
  
  
- VI. Special tools or equipment required to provide service
  
  
  
  
  
  
  
  
  
  
- VII. Billet or emergency shelter assignment in local area
  
  
  
  
  
  
  
  
  
  
- VIII. Whether or not the group or individual is self-sufficient with regard to food and clothing

# Animal Care and Control Annex

## Primary Agency

Virginia Cooperative Extension Service representative)  
Local Animal Control Officers  
Law Enforcement Agencies  
SPCA

## Supporting Agencies

Emergency Management  
Fire & Rescue Agencies  
Local Veterinary Clinics

## Introduction

### Purpose:

To provide guidelines for rapid response to disasters affecting the health, safety, and welfare of animals both domestic and livestock. Resources in emergency preparedness, response and recovery include but are not limited to, small and large animal care, facility usage and displaced pet/livestock assistance.

The Animal Disaster Plan coordinates public and private sector resources to meet the animal-service needs that may arise during an emergency including:

- Rescue and capture of animals that have escaped confinement
- Evacuation/transportation
- Sheltering
- Veterinary care for the sick and injured
- Quarantine of infectious or contaminated animals
- Disposal of dead animals

### Scope:

The *Hazard Analysis for Virginia* identifies natural disasters and hazardous material dumps/storage as the hazards posing the greatest threat to the county. All could create the need to evacuate people from their homes, which would also displace companion animals. These hazards could also cause injury or death to animals and allow animals to roam unattended.

The duration of these hazards is variable as is their affect on the county. Any one of the potential hazards could cause the separation of animals from their owners for several days, perhaps weeks. Secondary events, such as power outages, could prolong the situation.

Smaller scale events, such as a fire at an animal care facility or an animal transportation accident could also require emergency animal care.

## Pet Population Estimates

### A. Frequency of animal ownership in the United States

Species	Percentage of US households owning pets
Dogs	36.1
Cats	31.6
Birds	4.6
Horses	1.7

## B. Average number of animals per household

Species	Average number of pets per pet-owning household
Dog	1.6
Cat	2.1
Birds	2.1
Horses	2.0

Source: U.S. Pet Ownership and Demographics Sourcebook, Center for Information Management. American Veterinary Medical Association. Schaumburg, IL 2002

## Concept of Operations

### Organization:

Animal Disaster Plan Manager (Virginia Cooperative Extension Service representative): Coordinates all evaluation planning activities and assists, as appropriate, the animal care and control agency staff's efforts to,

- Identify facilities that may be used to house evacuated animals.
- Protect and care for animals during and following catastrophic emergencies, as well as participate in the evacuation of animals at risk during catastrophic emergencies.
- Disseminates to the public appropriate action(s) that should be taken to protect and care for companion and farm animals that are to be evacuated or left behind.

Rockbridge County, City of Buena Vista, and City of Lexington Animal Control:

Obtain information for dissemination to the public on the appropriate action that should be taken to protect and care for companion and farm animals during disaster situations. Disseminates information on appropriate actions to protect and care for companion animals that are to be evacuated or left behind. Makes public announcements about availability of animal shelters and their locations. Coordinates the preparedness actions that should be accomplished in order to feed, shelter, and provide medical treatment for animals during and after catastrophic emergencies. Upon notification by the Animal Disaster Plan manager (Virginia Cooperative Extension Service agent) at the EOC, provides a listing of the location of the animal shelters that have been opened to house and care for companion animals. Feed, shelter, and secure veterinary treatment for animals during catastrophic emergencies. Provides information to owners about shelters that have been opened to house and care for animals.

Central Shenandoah Health District: To address health concerns as well as sanitary and safety issues as appropriate. Recommend methods of proper isolation of diseased animals and disposal of dead animals. Supervise prevention and control of epizootic and zoonotic diseases.

Develop procedures to handle all aspects of animal care and control in disaster and major emergency situations. These include establishing animal shelters; rescue and evacuation; health care, food and water, disposal; identification and reuniting pets with their owners; and protection of citizens from any dangers (illness or injuries) posed by domestic pets during and after a disaster.

### ADMINISTRATIVE ACTIONS:

1. Normal Operations: Develop and maintain plans to provide animal care and control in time of emergencies.
  - A. The Rockbridge County/City of Buena Vista/ City of Lexington Emergency Operations Plan provides an organizational structure, chain of command, and outlines the duties and responsibilities of the designated Animal Disaster Plan Manager involved in implementation of the response to a disaster or major emergency. The Virginia Cooperative Extension Service Agent shall be designated as the Animal Disaster Plan Manager.

- B. Develop procedures for public information and education on animal disaster preparedness, to include a directory of recognized animal health care responders, licensed veterinarians and guidelines for individual owners on appropriate responses to disasters.
  - C. Assign emergency duties and provide training of volunteers as appropriate.
  - D. Identify essential shelters and develop procedures to provide for their security in time of emergency. Identify individuals qualified to make determinations regarding animal behavior with respect to legal authority and knowledge to make those decisions.
  - E. Review and update plans and procedures, if necessary, as time permits.
2. Increased Readiness: A natural or man-made disaster is threatening the local area.
- F. Alert on-duty personnel
  - G. Monitor the situation and be prepared to mobilize, if required.
  - H. Request stand-by of volunteers
3. Mobilization Phase: Conditions continue to worsen requiring full-scale mitigation and preparedness activities.
- I. Alert all personnel
  - J. Activate resources as needed
  - K. Activate Animal Care Units
  - L. Implement evacuation, if requested by landowner
4. Response Phase: Disaster strikes. An emergency response is required to help protect lives and property. The appropriate designee of the animal disaster plan team and/or volunteers will:
- A. Maintain effective communication with the EOC, shelters and field personnel.
  - B. Search, rescue and transport animals to shelters.
  - C. Receive and care for animals.
  - D. Identify, control and, if necessary, recommend the destruction of animals to the proper authorities that pose hazards to the well-being and safety of citizens. Recommend methods of proper disposal of dead animals in coordination with the Health District/Environmental Health Officer, the animal control officer and local veterinarians.
  - E. Register, tag and maintain accurate records.
  - F. Provide food, water, and waste disposal for small and large animals at the shelter.
  - G. Provide care for sick and/or injured animals. Maintain secure veterinary medical facilities and supplies.
  - H. Recommend methods and supervise prevention and control of epizootic and zoonotic diseases in conjunction with the Central Shenandoah Health District.
5. Recovery Phase:
- A. Identify and dispose of dead animals.
  - B. Provide documentation of injuries and deaths of animals and cascading events resulting from emergencies and disasters and report this information to the state through the EOC.
  - C. Reunite animals with owners.
  - D. Open long-term shelter of animals for homeless owners.
  - E. Report disaster related expenses to state agencies.
  - F. Deactivate shelter.
6. Evaluation Phase:
- M. Determine what worked well and what improvements need to be made.
  - N. Evaluate whether or not the individuals responsible for the plan kept their commitments.
  - O. Revise the plan if necessary.

**RESPONSIBILITIES:**

1. The Animal Disaster Plan Manager (Virginia Cooperative Extension Service representative) will:
- A. Contact the Emergency Management Coordinator and/or the Deputy Emergency Management Coordinator to coordinate response activities with the recognized animal-care responders.
  - B. Manage the public and private sector efforts to meet the animal service needs that arise including: Rescue and capture of animals that have escaped confinement, evacuation, sheltering, care of the injured, sick, and stray and disposal of dead animals.
  - C. In coordination with the State Veterinarian and the USDA (located at the Virginia Department of Emergency Management office), assist in the isolation, euthanasia and disposal of diseased animals.

- D. Handle inquiries regarding actions to protect and care for companion animals, farm animals, (location of animal shelters, provisions and requirements, - e.g. use of leashes and cages – for transportation of companion animals, etc.) and available emergency assistance including how and where to get help for companion and farm animals.
- 2. SPCA will:
  - A. Prepare a resource list that identifies the agencies/organizations that are responsible for providing the supplies (medical, food, and other necessary items) needed to treat and care for injured and sick animals during large-scale emergencies and disasters to include state and national resources.
  - B. Activates emergency response teams (evacuation, shelter, medical treatment, search and rescue, etc.) as needed.
- 3. Animal Control Officers will:
  - A. Assist with transportation of animals to shelters.
  - B. Assist in animal rescue operations.
- 4. Health Department/Environmental Health will:
  - A. Provide support when dealing with the safe isolation of diseased animals and coordinates with the animal care agencies and animal control to dispose of these animals when necessary in cooperation with the USDA.
- 5. VDOT will:
  - A. Provide assistance in the disposal of diseased animals in disaster operations as requested by the licensed State representative at the local level.

#### ADMINISTRATION AND LOGISTICS

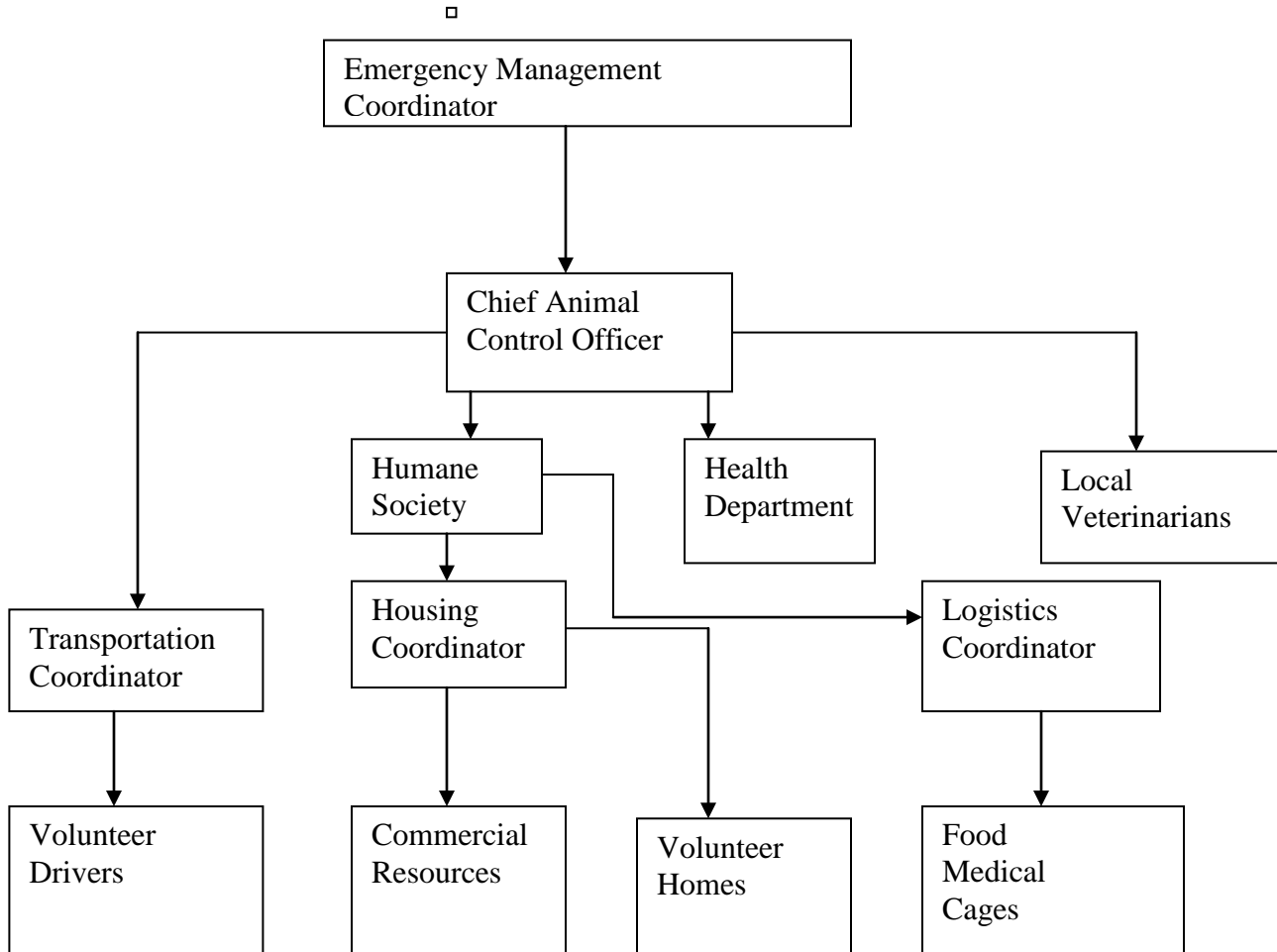
- 1. Coordinate preparedness activities with the appropriate public and private sector organizational representatives. The activities include planning that addresses provisions for protection of companion and farm animals, and animals in animal shelters. Coordination with State and National animal protection volunteer groups will be necessary to ensure the needs of animals are met during disaster situations, as well as providing volunteer training opportunities.
- 2. Assess the situation and make a decision on the number and location of shelters that will be used to house animals. Typical facilities include the jurisdiction's animal shelter(s), veterinary hospitals, boarding kennels. Facilities for agricultural animals could include boarding stables, horse farms, and dairy farms, and/or public land (after obtaining clearance through the EOC).
- 3. Make provisions for purchasing, stockpiling, or otherwise obtaining the essential stocks (food, water, medical, etc.) needed to support an extended stay (3-14 days) in shelters within the risk area or in mass care facilities.
- 4. Based on information on the high-hazard areas in the jurisdiction, make an initial estimate of the numbers and types of animals that may need to be evacuated.
- 5. Coordinate the actions needed to obtain sufficient personnel to staff animal shelters, as needed.
- 6. Ensure each animal shelter has a highly visible identity marker and sign that identifies its location, with signs from major intersections directing people to shelter(s).
- 7. Coordinate with the EOC to facilitate dissemination of information to the public on the location of the companion animal shelters that will be opened.
- 8. If appropriate, coordinates with personnel in public shelters to act as a referral source for individuals with service animals.
- 9. Open shelters and provide food, water, and medical care, as needed, for the animals in the shelter.
- 10. Keep shelters open as long as is deemed necessary by the animal control shelter manager.



11. Ensures each shelter receives the necessary supplies to sustain itself.
12. Forms emergency response teams (evacuation, shelter, veterinary treatment, search and rescue, etc.) that include trained professionals and volunteers to accomplish necessary actions during response operations.
13. Coordinates the services and assistance provided to the animal victims. Activities may include the protection, care, and disposal (if appropriate) of animal victims impacted by disasters.
14. Coordinates to arrange travel routes and schedules the timing for evacuation of farm animals, animals in kennels, veterinarian hospitals, animal shelters, etc. from the risk area.
15. As appropriate, mobilizes transportation vehicles (stock trailers, trucks equipped with animal cages, etc.) that may be used to evacuate the animals, to include transportation accommodations for large breed animals.
16. Implements evacuation by sending evacuation team(s) to load and transport the animals being evacuated.
17. As appropriate, dispatches search and rescue teams to look for animals left behind by their owners, stray animals, and others needing transportation to a safe location, in areas other than a mandated evacuation area. This need assessment will determine subsequent rescue efforts.
18. Coordinate with the Environmental Health on the location, collection, and disposal of dead animals.
19. When appropriate, terminate shelter operations and close the facility.

**Tab 1 to Animal Care and Control Annex**

ORGANIZATIONAL CHART OF EMERGENCY RESPONSE FOR ANIMALS



# Damage Assessment Annex

## Coordinating Agency

Rockbridge County, City of Buena Vista, and City of Lexington Building and Zoning

## Cooperating Agencies

Assessor's Office  
Department of Public Works  
Department of Parks and Recreation  
Department of Finance  
Police Department  
Extension Agent  
Health Department  
Sheriff's Office  
Department of Social Services  
Public Schools  
American Red Cross  
Amateur Radio Emergency Services  
Virginia Department of Transportation (VDOT)

## Introduction

### Purpose:

The Damage Assessment Support Annex describes the coordinating processes used to ensure the timely and accurate assessment and reporting of damages in Rockbridge County, City of Buena Vista, and City of Lexington after an emergency or disaster. It provides procedures to estimate the nature and extent of the damage and outlines details of the damage assessment process as required by the Commonwealth for determination of the need to request a Presidential Disaster Declaration as outlined in the Stafford Act.

### Scope:

Damage assessment activities are an evaluation (in dollars) of the estimated cost for damages or loss to agriculture, infrastructure, real property (City/County, state and private) and equipment. This annex covers a broad scope of responsibilities, assignments and standard forms to be used in the overall process; it is applicable to departments and agencies that are assisting with the post-event damage assessment as coordinated by Rockbridge County Emergency Management. This document will address general situations with no consideration given for special incident scenarios.

### Definitions:

Initial Damage Assessment (IDA): Independent review and documentation of the impact and magnitude of a disaster on individuals, families, businesses, and public property. This report is due into the Virginia Emergency Operations Center in the required format (see Tab 1) within 72 hours of disaster impact. The Governor will use this information to determine if a Preliminary Damage Assessment needs to be requested from FEMA in response to outstanding needs.

Preliminary Damage Assessment (PDA): A joint venture between FEMA, State and local government to document the impact and magnitude of the disaster on individuals, families, businesses, and public property. The Governor will use the information gathered during the PDA process to determine whether Federal assistance should be requested.

**Situation:**

Following any significant disaster/emergency, a multitude of independent damage assessment activities will be conducted by a variety of organizations including American Red Cross, insurance companies, utility companies, and others. Outside of these assessments, a series of local, state and federal damage assessment activities will be conducted.

During the recovery phase of a disaster, Rockbridge County, City of Buena Vista, and the City of Lexington will conduct a systematic analysis of the nature of the damage to public and private property, which estimates the extent of damage based upon actual observation and inspection. Damage assessment will be performed on an urgent basis to provide an initial estimate of damage. A damage estimate of public and private property is required for Rockbridge County, City of Buena Vista, and the City of Lexington to determine actions needed, the establishment of priorities, and the allocation of local government resources, and what, if any, outside assistance will be required.

Based upon the local damage assessment reports, the Governor may request a Presidential declaration of a "major disaster", "major emergency", or a specific federal agency disaster declaration (Small Business Administration, Department of Agriculture, Corps of Engineers, etc.) to augment state/local/private disaster relief efforts. The President, under a "major emergency" declaration may authorize the utilization of any federal equipment, personnel and other resources. The President under a "major disaster" declaration may authorize two basic types of disaster relief assistance:

1. Individual Assistance (IA)
  - a. Temporary housing;
  - b. Individual and family grants (IFG);
  - c. Disaster unemployment assistance;
  - d. Disaster loans to individuals, businesses and farmers;
  - e. Agricultural assistance;
  - f. Legal services to low-income families and individuals;
  - g. Consumer counseling and assistance in obtaining insurance benefits;
  - h. Social security assistance;
  - i. Veteran's assistance; and
  - j. Casualty loss tax assistance.
2. Public Assistance (PA)
  - a. Debris removal;
  - b. Emergency protective measures; and
  - c. Permanent work to repair, restore or replace road systems, water control facilities, public buildings and equipment, public utilities public recreational facilities, etc.

**Assumptions:**

1. Fast and accurate damage assessment is vital to effective disaster responses;
2. Damage will be assessed by pre-arranged teams of local resource personnel;
3. If promptly implemented, this plan can expedite relief and assistance for those adversely affected;
4. A catastrophic emergency will require the expenditure of large sums of local funds. Financial operations will be carried out under compressed schedules and intense political pressures, which will require expeditious responses that meet sound financial management and accountability requirements;
5. Damage to utility system and to the communications systems will hamper the recovery process;
6. A major disaster affecting the county could result in the severance of a main transportation artery resulting in a significant alteration of lifestyle in the community.

**Policies:**

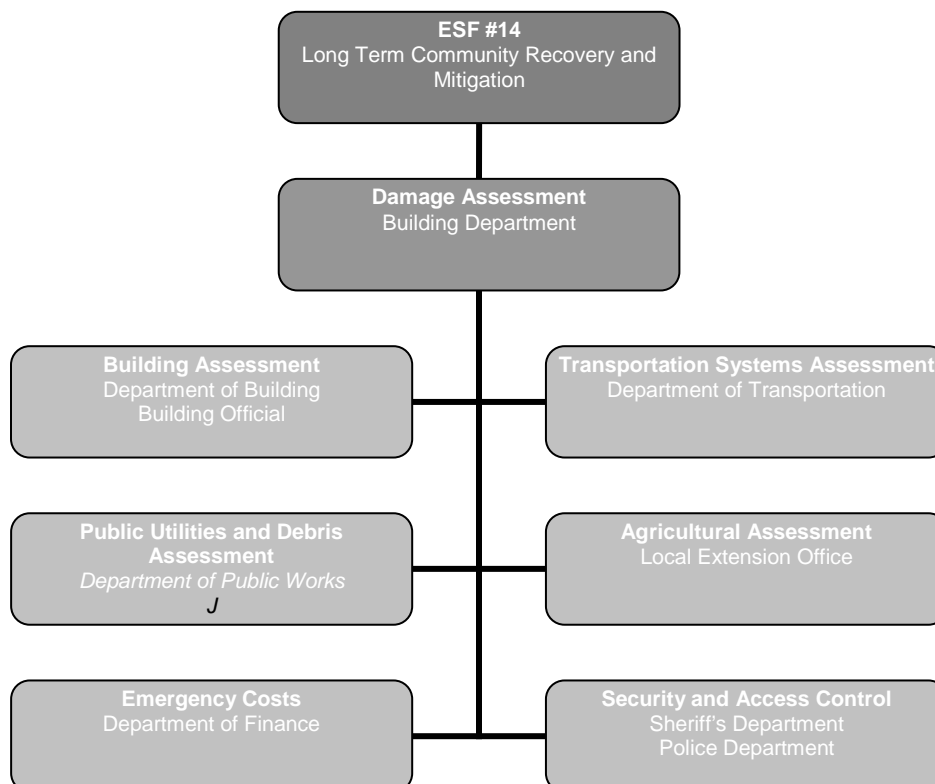
1. The Initial Damage Assessment (IDA) results will be reported to the Virginia EOC within 72 hours of the incident (WebEOC –primary; Fax or Call – secondary);
2. At the Incident Commander's request, the first priority for damage assessment may be to assess all of Rockbridge County, City of Buena Vista, and the City of Lexington's structural/infrastructure damage;

3. A Federal/State supported Preliminary Damage Assessment will be conducted in coordination with Rockbridge County, City of Buena Vista, and the City of Lexington to verify IDA results and determine long-term needs. This data will be used to determine the need for a Presidential Disaster Declaration;
4. An estimate of expenditures and obligated expenditures will be submitted to Rockbridge County, City of Buena Vista, and the City of Lexington and the VEOC before a Presidential Disaster declaration is requested;
5. Additional reports will be required when requested by the Emergency Management Director or Emergency Management Coordinator depending on the type and magnitude of the incident;
6. Supplies, equipment and transportation organic to each organization will be utilized by that organization in the accomplishment of its assigned responsibility or mission;
7. Additional supplies, equipment and transportation essential to the continued operation of each organization will be requested through ESF #7 (Resource Support) in the EOC;
8. The approval to expend funds for response and recovery operations will be given by the department head from each agency or department involved in recovery operations. Each agency or department should designate a responsible person to ensure that actions taken and costs incurred are consistent with identified missions.

## Concept of Operations

### Organization:

The ultimate responsibility of damage assessment lies with the local governing authority. The Rockbridge County, City of Buena Vista, and the City of Lexington's Emergency Management Coordinator or his/her designee will be responsible for damage assessments, collection of the data and preparation of necessary reports through the functions of ESF 14, Long Term Community Recovery and Mitigation. Damage assessments will be conducted by qualified, trained local teams under the supervision of the Department of Building. The damage assessment teams will be supported by multiple agencies from Rockbridge County, City of Buena Vista, and the City of Lexington. If the nature of the incident is such that local resources are incapable of assessing the damage, state assistance will be requested through normal resource request procedures to the VEOC.



Additional ESFs may need to be utilized to enhance the results of the Damage Assessment such as ESF 7 (Resource Management), ESF 5 (Emergency Management) and ESF 11 (Agriculture and Natural Services). If the incident involves chemicals or radiation that may cause contamination of damage area, ESF 8 (Health and Medical) and ESF 10 (Oil and Hazardous Materials) may also be needed. The primary ESFs as listed will utilize their full ESF specific annex and any supporting agencies and ESFs to implement their portion of the damage assessment.

Basic administrative and accountability procedures for any damage assessment activities will be followed as required by County, state and federal regulations. If supplies, materials, and equipment are required, records will be maintained in accordance to County/City, state and federal reporting requirements. All procurement processes will also follow appropriate County procurement policies and regulations, and state and federal policies and regulations as necessary.

### **Responsibilities:**

1. Department of Building and Zoning
  - a. Assemble the appropriate team and develop damage assessment plans, policies and procedures;
  - b. Maintain a list of critical facilities that will require immediate repair if damaged;
  - c. Appoint a representative to be located within the EOC to direct damage assessment operations to include operation of the teams, collecting data, and developing accurate and appropriate reports for the Rockbridge County, City of Buena Vista, and the City of Lexington Emergency Management Coordinators;
  - d. Solicit cooperation from companies and local representatives of support agencies to serve as member of damage assessment teams;
  - e. Conduct damage assessment training programs for the teams;
  - f. Coordinate disaster teams conducting field surveys;
  - g. Collect and compile incoming damage reports from teams in the field, from other operations directors, and outside agencies, systems and companies;
  - h. Using existing policies and procedures, determine the state of damaged buildings and place notification/placards as needed;
  - i. Using existing policies and procedures, facilitate the issuance of building permits and for the review and inspection of the site-related and construction plans submitted for the rebuilding/restoration of buildings;
  - j. Assist in the establishment of the sequence of repairs and priorities for the restoration of affected areas;
  - k. Correlate and consolidate all expenditures for damage assessment to the Department of Finance;
  - l. Ensure that there will be an escort available for any State or Federal damage assessments and prepare an area map with the damage sites prior to their arrival.
2. Department of Public Works
  - a. Designate representatives to serve as members of damage assessment teams;
  - b. Participate in damage assessment training;
  - c. Collect and compile damage data regarding public and private utilities, and provide to City/County Department of Building and Zoning within the EOC;
  - d. Participate as requested in Initial Damage Assessment field reviews and escorting for State and Local damage assessments.
3. Virginia Department of Transportation
  - a. Designate representatives to serve as members of damage assessment teams;
  - b. Participate in damage assessment training;
  - c. Collect and compile damage data regarding public and private transportation resources, and provide to City/County Department of Building and Zoning within the EOC;
  - d. Participate as requested in Initial Damage Assessment field reviews and escorting for State and Local damage assessments.
4. Extension Office

- a. Designate representatives to serve as members of damage assessment teams;
  - b. Participate in damage assessment training;
  - c. Collect and compile damage data regarding public and private agricultural resources, and provide to City/County Department of Building and Zoning within the EOC;
  - d. Participate as requested in Initial Damage Assessment field reviews and escorting for State and Local damage assessments.
5. Sheriff's Office and Police Departments
  - a. Provide security for ingress and egress of the damaged area(s) post-event;
  - b. Provide access and security for damage assessment activities with Rockbridge County, City of Buena Vista, and the City of Lexington.
6. Department of Finance
  - a. Collect, report and maintain estimates of expenditures and obligations required for response and recovery activities;
  - b. Maintain accurate records of funds, materials and man-hours expended as a direct result of the incident;
  - c. Report these estimates and obligations to the Emergency Management Coordinator for inclusion into the appropriate Public Assistance IDA categories.
7. Emergency Management
  - a. Overall direction and control of damage assessment for Rockbridge County, City of Buena Vista, and the City of Lexington;
  - b. Reporting of damages to the Virginia EOC within 72 of the incident in the appropriate Initial Damage Assessment format;
  - c. Ensuring appropriate and adequate public information and education regarding the damage assessment process; and
8. Public Information Officer
  - a. Ensures prior coordination with appropriate damage assessment coordination ESFs to provide periodic spot announcements to the public on pertinent aspects of the assessments.

## **Actions**

### **Mitigation/Prevention:**

- Develop public awareness programs from building codes, ordinances and the National Flood Insurance Program;
- Develop a damage assessment training program;
- Develop damage assessment plans, procedures and guidance;
- Designate representatives to lead damage assessment activities within the EOC;
- Designate damage assessment team members.

### **Preparedness:**

- Identify resources to support and assist with damage assessment activities;
- Train personnel in damage assessment techniques;
- Review plans, procedures and guidance for damage assessments, damage reporting and accounting;
- List all critical facilities and all local buildings requiring priority restoration.

### **Response:**

- Activate the damage assessment staff in the EOC;
- Organize and deploy damage assessment teams or team escorts as necessary;
- Organize collection of data and record keeping at the onset of the event;

- Document all emergency work performed by local resources to include appropriate photographs;
- Compile and disseminate all damage reports for appropriate agencies;
- Determine the state of damaged buildings and place notification/placards as needed;
- Inform officials of hazardous facilities, bridges, road, etc.

**Recovery:**

- Continue damage assessment surveys as needed;
- Advise on priority repairs and unsafe structures;
- Facilitate the issuance of building permits and for the review and inspection of the site-related and construction plans submitted for the rebuilding/restoration of buildings;
- Monitor restoration activities;
- Complete an event review with all responding parties;
- Review damage assessment plans, policies and procedures in respect to the recent emergency response. Update as necessary and disseminate;
- Review building codes and land use regulations for possible improvements;
- Review and update the necessary logistical support to carry out emergency tasking. Instruct all departments to replenish used on-hand inventory of supplies;
- Assist the Department of Finance in the preparation and submission of disaster assistance applications to the appropriate state and/or federal agencies for reimbursement of disaster related expenditures.



## **Tab 1 to Damage Assessment Annex**

### **Damage Assessment Team Assignments**

The appointed representative from the Department of Building will report to the EOC when activated by the Emergency Management Coordinator. Damage assessment teams will be assembled and instructions provided relative to the emergency. Team leaders will be designated to compile information for situation and damage assessment reports.

TEAM ASSIGNMENTS (based on categories in Damage Assessment Form)

#### **I. PRIVATE PROPERTY**

##### Category A – Residential/Personal Property

Houses, manufactured homes, apartments, duplexes (identify number of families and units affected) – Include estimate for structures, private bridges, fencing and vehicles/boats.

Team: Building Official  
Department Heads and additional staff, as needed

##### Category B – Business and Industry

Industrial plants and businesses (facilities, equipment, materials, commercial vehicles).

Team: Building Official  
Department Heads and additional staff, as needed

##### Category C – Agriculture

An agricultural parcel is at least 5 acres. Include estimate of all damage to houses, manufactured homes, crops (type and acres), farm buildings, livestock (number and type), fencing (in miles) and equipment (pieces and type).

Team: VPI Extension Agent  
Department Heads and additional staff, as needed

#### **II. PUBLIC PROPERTY**

##### Category A – Debris Clearance

Debris on roads and streets, on public property, on private property and structure demolition.

Team: Department Heads and additional staff, as needed

##### Category B – Protective Measures

###### **1. Life and safety (all public safety report costs)**

Team: Department Heads and additional staff, as needed

###### **2. Barricading, sandbagging, stream drainage channels, health (rodents/insect control)**

Team: Department Heads and additional staff, as needed  
Virginia Department of Health

Category C – Road Systems

Damage to roads and streets, bridges, culverts, sidewalks, traffic control systems.

Team: VDOT

Department Heads and additional staff, as needed

Category D – Water Control Facilities

Damage to dams and drainage systems.

Team: Department Heads and additional staff, as needed

Category E – Public Buildings and Equipment

Damage to buildings, inventory, vehicles and equipment.

Team: Department Heads and additional staff, as needed

Category F – Public Utility Systems

Damage to water plants, dams, sanitary/sewage systems and storm drainage systems.

Team: Department Heads and additional staff, as needed

Virginia Department of Health – Environmental Health

Category G – Recreational Facilities

Damage to parks, shelters, lighting and equipment.

Team: Parks and Recreation

Department Heads and additional staff, as needed

## Tab 2 to Damage Assessment Annex

### TELEPHONE REPORT

<b>LOCAL GOVERNMENT DAMAGE ASSESSMENT – TELEPHONE REPORT</b>					
1. CALLER NAME			2. PROPERTY ADDRESS (include apt. no; zip code)		
3. TELEPHONE NUMBER			4. TYPE OF PROPERTY		5. OWNERSHIP
Home	Work	Cell	<input type="checkbox"/> Single Family <input type="checkbox"/> Multi-Family (usually Apts.) <input type="checkbox"/> Business <input type="checkbox"/> Check here if residence is a vacation home—not a primary residence		<input type="checkbox"/> Own <input type="checkbox"/> Rent <input type="checkbox"/> Lease (business only)
Best time to call	Best number to use				
6. CONSTRUCTION TYPE					
<input type="checkbox"/> Masonry <input type="checkbox"/> Wood Frame <input type="checkbox"/> Mobile Home <input type="checkbox"/> Manufactured <input type="checkbox"/> Other					
7. TYPE OF INSURANCE					
<input type="checkbox"/> Property <input type="checkbox"/> Sewer Back-up <input type="checkbox"/> Flood (Structure) <input type="checkbox"/> Flood (Contents) <input type="checkbox"/> Wind/Hurricane <input type="checkbox"/> None					
8. DAMAGES (Check all that apply)					
HVAC <input type="checkbox"/> Yes <input type="checkbox"/> No   Water Heater <input type="checkbox"/> Yes <input type="checkbox"/> No   Electricity <input type="checkbox"/> On <input type="checkbox"/> Off   Natural Gas <input type="checkbox"/> On <input type="checkbox"/> Off Roof Intact <input type="checkbox"/> Yes <input type="checkbox"/> No   Foundation <input type="checkbox"/> Yes <input type="checkbox"/> No   Windows <input type="checkbox"/> Yes <input type="checkbox"/> No   Sewer <input type="checkbox"/> OK <input type="checkbox"/> Not OK Major Appliances <input type="checkbox"/> Yes <input type="checkbox"/> No   Basement Flooding <input type="checkbox"/> Yes - Depth ____ Feet   Furnace <input type="checkbox"/> Yes <input type="checkbox"/> No					
9. SOURCE OF DAMAGES					
<input type="checkbox"/> Sewer back-up <input type="checkbox"/> Primarily Flood <input type="checkbox"/> Wind/Wind driven rain <input type="checkbox"/> Tornado Other <input type="checkbox"/> _____					
10. Based on the damages reported, the property is currently <input type="checkbox"/> Habitable <input type="checkbox"/> Uninhabitable					
11. CALLER'S ESTIMATE OF DAMAGES					
REPAIRS		CONTENTS		TOTAL	
\$		\$		\$	
12. COMMENTS					
12. CALL TAKER			13. DATE & TIME REPORT TAKEN		

### Tab 3 to Damage Assessment Annex Cumulative Initial Damage Assessment Report

**PRIMARY:** Input into WebEOC

**SECONDARY:** VDEM VEOC Phone Number (804) 674-2400 Fax Number (804) 674-2419

<b>Jurisdiction:</b>									
<b>Date/Time IDA Report Prepared:</b>									
<b>Prepared By:</b>									
<b>Call back number:</b>									
<b>Fax Number:</b>									
<b>Email Address:</b>									
<b>Part I: Private Property CUMULATIVE DAMAGES</b>									
<b>Type Property</b>	<b># Destroyed</b>	<b># Major Damage</b>	<b># Minor Damage</b>	<b># Affected</b>	<b>Dollar Loss</b>	<b>% Flood Insured</b>	<b>% Property Insured</b>	<b>% Owned</b>	<b>% Secondary</b>
<b>Single Dwelling Houses</b> (inc. condo units)									
<b>Multi-Family Residences</b> (count each unit)									
<b>Manufactured Residences (Mobile)</b>									
<b>Business/Industry</b>									
<b>Non-Profit Organization Buildings</b>									
<b>Agricultural Facilities</b>									
<b>Part II: Public Property (Includes eligible non-profit Facilities) CUMULATIVE DAMAGES</b>									
<b>Type of Property</b>							<b>Estimated Dollar Loss</b>	<b>% Insured</b>	
<b>Category A (Debris Removal)</b>									
<b>Category B (Emergency Protective Measures)</b>									
<b>Category C (Roads and Bridges)</b>									
<b>Category D (Water Control Facilities)</b>									
<b>Category E (Public Buildings and Equipment)</b>									
<b>Category F (Public Utilities)</b>									
<b>Category G (Parks and Recreation Facilities)</b>									
<b>TOTAL</b>							\$0.00		
<b>Additional Comments:</b>									



## Tab 4 to Damage Assessment Annex

# Public Assistance Damage Assessment Guidelines

Category	Purpose	Eligible Activities
<b>A: Debris Removal</b>	Clearance of trees and woody debris; building wreckage; sand, mud, silt, and gravel; vehicles; and other disaster-related material deposited on public and, in very limited cases, private property	<ul style="list-style-type: none"> <li>Debris removal from a street or highway to allow the safe passage of emergency vehicles</li> <li>Debris removal from public property to eliminate health and safety hazards</li> </ul>
<b>B: Emergency Protective Measures</b>	Measures taken before, during, and after a disaster to save lives, protect public health and safety, and protect improved public and private property	<ul style="list-style-type: none"> <li>Emergency Operations Center activation</li> <li>Warning devices (barricades, signs, and announcements)</li> <li>Search and rescue</li> <li>Security forces (police and guards)</li> <li>Construction of temporary levees</li> <li>Provision of shelters or emergency care</li> <li>Sandbagging • Bracing/shoring damaged structures</li> <li>Provision of food, water, ice and other essential needs</li> <li>Emergency repairs • Emergency demolition</li> <li>Removal of health and safety hazards</li> </ul>
<b>C: Roads and Bridges</b>	Repair of roads, bridges, and associated features, such as shoulders, ditches, culverts, lighting and signs	<ul style="list-style-type: none"> <li>Eligible work includes: repair to surfaces, bases, shoulders, ditches, culverts, low water crossings, and other features, such as guardrails.</li> </ul>
<b>D: Water Control Facilities</b>	Repair of irrigation systems, drainage channels, and pumping facilities. Repair of levees, dams, and flood control channels fall under Category D, but the eligibility of these facilities is restricted	<ul style="list-style-type: none"> <li>Channel alignment • Recreation</li> <li>Navigation • Land reclamation</li> <li>Fish and wildlife habitat</li> <li>Interior drainage • Irrigation</li> <li>Erosion prevention • Flood control</li> </ul>
<b>E: Buildings and Equipment</b>	Repair or replacement of buildings, including their contents and systems; heavy equipment; and vehicles	<ul style="list-style-type: none"> <li>Buildings, including contents such as furnishings and interior systems such as electrical work.</li> <li>Replacement of pre-disaster quantities of consumable supplies and inventory. Replacement of library books and publications.</li> <li>Removal of mud, silt, or other accumulated debris is eligible, along with any cleaning and painting necessary to restore the building.</li> <li>All types of equipment, including vehicles, may be eligible for repair or replacement when damaged as a result of the declared event.</li> </ul>
<b>F: Utilities</b>	Repair of water treatment and delivery systems; power generation facilities and distribution lines; and sewage collection and treatment facilities	<ul style="list-style-type: none"> <li>Restoration of damaged utilities.</li> <li>Temporary as well as permanent repair costs can be reimbursed.</li> </ul>
<b>G: Parks, Recreational Facilities, and Other Items</b>	Repair and restoration of parks, playgrounds, pools, cemeteries, and beaches. This category also is used for any work or facility that cannot be characterized adequately by Categories A-F	<ul style="list-style-type: none"> <li>Roads, buildings, and utilities within those areas and other features, such as playground equipment, ball fields, swimming pools, tennis courts, boat docks and ramps, piers, and golf courses.</li> <li>Grass and sod are eligible only when necessary to stabilize slopes and minimize sediment runoff.</li> <li>Repairs to maintained public beaches may be eligible in limited circumstances.</li> </ul>

Only states, local government agencies and authorities, public utilities, and certain non-profit organizations may be eligible for Public Assistance grants.

*Eligibility Criteria:* Virginia Population per latest US Census x annual multiplier for state eligibility; Locality population per latest US Census x annual local multiplier for local eligibility.

Adapted from the *Public Assistance Guide, FEMA 322*; Additional policy information is available at <http://www.fema.gov/government/grant/pa/policy.shtm>

## Tab 5 to Damage Assessment Annex

# Public Assistance Damage Assessment Field Form

**JURISDICTION:** \_\_\_\_\_ **INSPECTOR:** \_\_\_\_\_ **DATE:** \_\_\_\_\_ **PAGE** \_\_\_\_\_ **of** \_\_\_\_\_

Key for Damage Categories (Use appropriate letters in the 'category' blocks below)		
A. Debris Clearance	D. Water Control Facilities	G. Parks, Recreation Facilities & Other
B. Emergency Protective Measures	E. Public Buildings & Equipment	
C. Roads & Bridges	F. Public Utility System	

SITE #	WORK CATEGORY:	NAME of FACILITY and LOCATION:			
		GPS ( in decimal deg.):			
DAMAGE DESCRIPTION:					
EMERGENCY FOLLOW-UP NEEDED?	Y	N	TOTAL ESTIMATED DAMAGES: \$		
FLOOD INSURANCE	Y	N	PROPERTY INSURANCE	Y	N
				NO DATA AVAILABLE (check box)	

SITE #	WORK CATEGORY:	NAME of FACILITY and LOCATION:			
		GPS ( in decimal deg.):			
DAMAGE DESCRIPTION:					
EMERGENCY FOLLOW-UP NEEDED?	Y	N	TOTAL ESTIMATED DAMAGES: \$		
FLOOD INSURANCE	Y	N	PROPERTY INSURANCE	Y	N
				NO DATA AVAILABLE (check box)	

SITE #	WORK CATEGORY:	NAME of FACILITY and LOCATION:			
		GPS (in decimal deg.):			
DAMAGE DESCRIPTION:					
EMERGENCY FOLLOW-UP NEEDED?	Y	N	TOTAL ESTIMATED DAMAGES: \$		
FLOOD INSURANCE	Y	N	PROPERTY INSURANCE	Y	N
				NO DATA AVAILABLE (check box)	



## Tab 6 to Damage Assessment Annex Individual Assistance Damage Assessment Level Guidelines

Damage Definitions	General Description	Things to Look For	Water Levels
<b>DESTROYED</b>	<b>DESTROYED</b>	<b>DESTROYED</b>	<b>DESTROYED</b>
Structure is a total loss.  <b><u>Not economically feasible to rebuild.</u></b>	Structure leveled above the foundation, or second floor is gone. Foundation or basement is significantly damaged.	Structure leveled or has major shifting off its foundation or only the foundation remains. Roof is gone, with noticeable distortion to walls.	More than 4 feet in first floor.  More than 2 feet in <b>mobile home</b> .
<b>MAJOR</b>	<b>MAJOR</b>	<b>MAJOR</b>	<b>MAJOR</b>
Structure is currently uninhabitable. Extensive repairs are necessary to make habitable.  <b><u>Will take more than 30 days to repair.</u></b>	Walls collapsed. Exterior frame damaged. Roof off or collapsed. Major damage to utilities: furnace, water heater, well, septic system.	Portions of the roof and decking are missing. Twisted, bowed, cracked, or collapsed walls. Structure penetrated by large foreign object, such as a tree. Damaged foundation.	2 to 4 feet in first floor without basement. 1 foot or more in first floor with basement.  6 inches to 2 feet in <b>mobile home</b> with <b>plywood</b> floors. 1 inch in <b>mobile home</b> with <b>particle board</b> floors.
<b>MINOR</b>	<b>MINOR</b>	<b>MINOR</b>	<b>MINOR</b>
Structure is damaged and uninhabitable. Minor repairs are necessary to make habitable.  <b><u>Will take less than 30 days to repair.</u></b>	Interior flooring / exterior walls with minor damage. Tree(s) fallen on structure. Smoke damage. Shingles / roof tiles moved or missing.	Many missing shingles, broken windows and doors. Loose or missing siding. Minor shifting or settling of foundation. Minor damage to septic system.	2 inches to 2 feet in first floor without basement. 1 foot or more in basement. <u>Crawlspace</u> – reached insulation. <u>Sewage</u> - in basement. <b>Mobile home</b> , "Belly Board" to 6 inches.
<b>AFFECTED HABITABLE</b>	<b>AFFECTED HABITABLE</b>	<b>AFFECTED HABITABLE</b>	<b>AFFECTED HABITABLE</b>
Structure has received minimal damage and is <b><u>habitable without repairs.</u></b>	Chimney or porch damaged. Carpet on first floor soaked. Broken windows.	Few missing shingles, some broken windows. Damage to air conditioning units / etc. Some minor basement flooding.	Less than 2 inches in first floor Minor basement flooding. <b>Mobile home</b> , no water in "Belly Board".

### IDA Tips: Estimating Water Depths

Brick - 2 1/2 inches per course

Lap or aluminum siding - 4 inches or 8 inches per course

Stair risers - 7 inches

Concrete or cinder block - 8 inches per course

Door knobs - 36 inches above floor

Standard doors - 6 feet 8 inches

Tab 7 to Damage Assessment Annex

LOCALITY INDIVIDUAL DAMAGE ASSESSMENT FIELD FORM										
Incident Type	Sector		Place Name	IDA Date						
Geographic Area Description				Page #		Of Total Pages				
IDA Team										
		SINGLE FAMILY	MULTI - FAMILY	MOBILE HOME	Total Surveyed	% Owner	% FL Ins.	% HO Ins.	% Low Income	Number Inaccessible
AFFECTED	OWNER									
	RENTER									
	Secondary									
MINOR	OWNER									
	RENTER									
	Secondary									
MAJOR	OWNER									
	RENTER									
	Secondary									
DESTROYED	OWNER									
	RENTER									
	Secondary									
TOTAL PRIMARY										
TOTAL SECONDARY										
TOTAL (incl. Secondary)										
ROADS / BRIDGES		Number of Roads / Bridges Damaged		Number of Households Impacted						
UTILITIES		Number of Households Without Utilities		Estimated Date for Utilities Restoration						
Comments										



# Debris Management Annex

## Primary Agency

Emergency Management  
General Services or Contracted Agency

## Supporting Agencies

Cities of Lexington and Buena Vista Department of Public Works  
Virginia Department of Health  
Virginia Department of Environmental Quality  
Virginia Department of Transportation

## Introduction

### Purpose:

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster in order to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens, expedite recovery efforts in the impacted area, and address any threat of significant damage to improved public or private property.

### Scope:

Natural and man-made disasters precipitate a variety of debris that would include, but not limited to such things as trees, sand, gravel, building/construction material, vehicles, personal property, etc.

The quantity and type of debris generated from any particular disaster will be a function of the location and kind of event experienced, as well as its magnitude, duration, and intensity.

The quantity and type of debris generated, its location, and the size of the area over which it is dispersed, will have a direct impact on the type of collection and disposal methods utilized to address the debris problem, associated costs incurred, and how quickly the problem can be addressed.

In a major or catastrophic disaster, many state agencies and local governments will have difficulty in locating staff, equipment, and funds to devote to debris removal, in the short as well as long term.

Private contractors will play a significant role in the debris removal, collection, reduction, and disposal process of state agencies and local governments.

The debris management program implemented by state agencies and local governments will be based on the waste management approach of reduction, reuse, reclamation, resource recovery, incineration, and land filling, respectively.

### Policies:

- The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following an incident;
- The first priority will be to clear debris from key roads in order to provide access for emergency vehicles and resources into the impacted area;
- The second priority that debris removal resources will be assigned is providing access to critical facilities pre-identified by state and local governments;

- The third priority for the debris removal teams to address will be the elimination of debris related threats to public health and safety including such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public; and
- Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party.

## Concept of Operations

### Organization:

The General Services will be responsible for coordinating debris removal operations for the locality. The locality will be responsible for removing debris from property under its own authority, as well as from private property when it is deemed in the public interest. Debris must not be allowed to impede recovery operations for any longer than the absolute minimum period. To this end, Public Facilities will stage equipment in strategic locations locally as well as regionally, if necessary, to protect the equipment from damage, preserve the decision maker's flexibility for employment of the equipment, and allow for the clearing crews to begin work immediately after the incident.

The General Services will also develop and maintain a list of approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to facilitate their identification by state agencies and local governments, as well as ensure their effective utilization and prompt deployment following the disaster. Where appropriate, the locality should expand ongoing contract operations to absorb some of the impact.

Sample contracts with a menu of services and generic scopes of work will be developed prior to the disaster to allow the locality to more closely tailor their contracts to their needs, as well as expedite the implementation of them in a prompt and effective manner.

The locality will be responsible for managing the debris contract from project inception to completion unless the government entities involved are incapable of carrying out this responsibility due to the lack of adequate resources. In these circumstances, other state and federal agencies will be identified to assume the responsibility of managing the debris contract. Managing the debris contract would include such things as monitoring of performance, contract modifications, inspections, acceptance, payment, and closing out of activities.

The locality is encouraged to enter into cooperative agreements with other state agencies and local governments to maximize the utilization of public assets. The development of such agreements must comply with the guidelines established in their agency procurement manual. All state agencies and local governments who wish to participate in such agreements should be pre-identified prior to the agreement being developed and implemented.

Debris storage and reduction sites will be identified and evaluated by interagency site selections teams comprised of a multi-disciplinary staff who are familiar with the area. A listing of appropriate local, state and federal contacts will be developed by the appropriate agencies to expedite the formation of the interagency, multi-disciplinary site selection teams.

Initially, debris will be placed in temporary holding areas until such time as a detailed plan of debris collection and disposal is prepared. This is not anticipated until after the local traffic has been restored. Temporary debris collection sites should be readily accessible by recovery equipment and should not require extensive preparation or coordination for use. Collection sites will be on public property when feasible to facilitate the implementation of the mission and mitigate against any potential liability requirements. Activation of sites will be under the control of the County/City engineer and will be coordinated with other recovery efforts through the local EOC. Where appropriate, final disposal may be to the County sanitary landfill.

Site selection criteria will be developed into a checklist format for use by these teams to facilitate identification and assessment of potential sites. Criteria will include such factors of ownership of property, size of parcel, surrounding land uses and environmental conditions, and transportation facilities that serve the site.

To facilitate the disposal process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations will be standardized. The state and its political subdivisions will adapt the categories established for recovery operations by the Corps of Engineers. The categories of debris appear in Tab 1. Modifications to these categories can be made as needed. Hazardous and toxic materials/contaminated soils, and debris generated by the event will be handled in accordance with federal, state, and local regulations. The area hazardous materials coordinator will be the initial contact for hazardous/toxic materials. (See the County Hazardous Materials Plan.)

The County General Services is responsible for the debris removal function. The General Services will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies, to facilitate the debris clearance, collection, reduction, and disposal needs of the locality following a disaster.

Due to the limited quantity of resources and service commitments following the disaster, the locality will be relying heavily on private contractors to fulfill the mission of debris removal, collection, and disposal. Utilizing private contractors instead of government workers in debris removal activities has a number of benefits. It shifts the burden of conducting the work from state and local government entities to the private sector, freeing up government personnel to devote more time to their regularly assigned duties. Private contracting also stimulates local, regional, and state economies impacted by the incident, as well as maximizes state and local governments' level of assistance from the federal government. Private contracting allows the locality to more closely tailor their contract services to their specific needs. The entire process (e.g., clearance, collection, transporting, reduction, and disposal, etc.) or segments of the process can be contracted out.

**Responsibilities:**

- Develop local and regional resource list of contractors who can assist local government in all phases of debris management;
- Develop sample contracts with generic scopes of work to expedite the implementation of debris management strategies;
- Develop mutual aid agreements with other state agencies and local governments, as appropriate;
- Identify and pre-designate potential debris storage sites for the type and quantity of debris anticipated following a catastrophic event;
- Pre-identify local and regional critical routes in cooperation with contiguous and regional jurisdictions;
- Develop site selection criteria checklists to assist in identification of potential debris storage sites;
- Identify and address potential legal, environmental, and health issues that may be generated during all stages of the debris removal process;
- Identify and coordinate with appropriate regulatory agencies regarding potential regulatory issues and emergency response needs;

- Develop the necessary right-of-entry and hold harmless agreements indemnifying all levels of government against any potential claims;
- Establish debris assessment process to define scope of problem;
- Develop and coordinate prescript announcements with Public Information Office (PIO) regarding debris removal process, collection times, storage sites, use of private contractors, environmental and health issues, etc.;
- Document costs for the duration of the incident;
- Coordinate and track resources (public, private);
- Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site remediation and restoration actions; and
- Perform necessary audits of operation and submit claim for federal assistance

## Tab 1 to Debris Management Annex

### DEBRIS CLASSIFICATIONS\*

Definitions of classifications of debris are as follows:

1. **Burnable materials:** Burnable materials will be of two types with separate burn locations.
  - a. **Burnable Debris:** Burnable debris includes, but is not limited to, damaged and disturbed trees; bushes and shrubs; broken, partially broken and severed tree limbs and bushes. Burnable debris consists predominately of trees and vegetation. Burnable debris does not include garbage, construction and demolition material debris.
  - b. **Burnable Construction Debris:** Burnable construction and demolition debris consist of non-creosote structural timber, wood products, and other materials designated by the coordinating agency representative
2. **Non-burnable Debris:** Non-burnable construction and demolition debris include, but is not limited to, creosote timber; plastic; glass; rubber and metal products; sheet rock; roofing shingles; carpet; tires; and other materials as may be designated by the coordinating agency. Garbage will be considered non-burnable debris.
3. **Stumps:** Stumps will be considered tree remnants exceeding 24 inches in diameter; but no taller than 18 inches above grade, to include the stump ball. Any questionable stumps shall be referred to the designated coordinating agency representative for determination of its disposition.
4. **Ineligible Debris:** Ineligible debris to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers.

Any material found to be classed as hazardous or toxic waste (HTW) shall be reported immediately to the designated coordinating agency representative. At the coordinating agency representative's direction, this material shall be segregated from the remaining debris in such a fashion as to allow the remaining debris to be loaded and transported. Standing broken utility poles; damaged and downed utility poles and appurtenances; transformers and other electrical material will be reported to coordinating agency. Emergency workers shall exercise due caution with existing overhead, underground utilities and above ground appurtenances, and advise the appropriate authorities of any situation that poses a health or safety risk to workers on site or to the general population.

\* Debris classifications developed and used by Corps of Engineers

## Tab 2 to Debris Management Annex

### DEBRIS QUANTITY ESTIMATES

The formula used in this model will generate debris quantity as an absolute value based on a known population, and using a worse case scenario.

Determine population (P) in the affected area, using the 2000 Census Data for Rockbridge County, City of Buena Vista, and the City of Lexington. The assumption of three persons per household (H) is used for this model.

The model formula is as follows:

$$Q = H (C) (V) (B) (S)$$

Where

**Q** is quantity of debris in cubic yards

**H** is the number of households ()

**C** is the storm category factor in cubic yards. It expresses debris quantity in cubic yards per household by category and includes the house and its contents, and land foliage--Category 5 storm Value of C Factor is 80 cubic yards.

**V** is the vegetation characteristic multiplier. It acts to increase the quantity of debris by adding vegetation including shrubbery and trees on public rights of way--Vegetative Cover Heavy - Value of Multiplier is 1.3.

**B** is the commercial/business/industrial use multiplier and takes into account areas that are not solely single-family residential, but includes retail stores, schools, apartments, shopping centers and industrial/manufacturing facilities--Commercial Density Heavy - Value of Multiplier is 1.3.

**S** is the storm precipitation characteristic multiplier which takes into account either a wet, or a dry storm event, with a wet storm, trees will up-root generating a larger volume of storm generated debris (for category III or greater storms only)--Precipitation Characteristic Medium to Heavy - Value of Multiplier is 1.3.

Then **Q = (H) x 80 (C) x 1.3 (V) x 1.3 (B) x 1.3 (S) = 1.9 MILLION CUBIC YARDS**

#### References:

District Corps of Engineers, Emergency Management Branch, Debris Modeling

# Dam Safety Annex

## Primary Agency

Emergency Management  
Sheriff's Department

## Supporting Agencies

County/City Administrator  
Virginia Department of Conservation and Recreation (DCR)

## Introduction

### Purpose:

To facilitate the evacuation of downstream residents in the event of an imminent or impending dam failure.

### Scope:

The Virginia Department of Conservation and Recreation provides detailed guidance to dam owners in developing an emergency action plan in the event of dam failure. Local government is also responsible for developing compatible procedures to warn and evacuate the public in the event of dam failure.

### Policies:

Dam owners will:

- Develop an Emergency Action Plan for warning and evacuating the public in the event of dam failure;
- Obtain an Operation and Maintenance Certificate from the Virginia Department of Conservation and Recreation; and
- Operate and maintain the dam to assure the continued integrity of the structure.

Local Government will:

- Develop compatible procedures to warn and evacuate the public in the event of dam failure

## Concept of Operations

### Organization:

Dam owners are responsible for the proper design, construction, operation, maintenance, and safety of their dams. They are also responsible for reporting abnormal conditions at the dam to the Sheriff/Chief of Police, the County/City Administrator and the Coordinator of Emergency Management and to recommend evacuation of the public below the dam if it appears necessary. Owners of dams that exceed 25 feet in height and impound more than 50 acre-feet (100 acre-feet for agricultural purposes) of water must develop and maintain an Emergency Action Plan. This plan shall include a method of notifying and warning persons downstream and of notifying local authorities in the event of impending failure of the dam. An Emergency Action Plan is one of three items required prior to issuance of an Operation and Maintenance Certificate by the Virginia Department of Conservation and Recreation. In addition to the Virginia Department of Conservation and Recreation, a copy of the plan must be provided to the local Director of Emergency Management and to the Virginia Department of Emergency Management.

Standards have been established for Dam Classifications and Emergency Stages. See Tab 1. The affected public will be routinely notified of conditions at the dam during Stage I. If conditions escalate to Stage II, emergency services personnel will immediately notify the public affected to be on alert for possible evacuation of the areas that would be flooded. If conditions deteriorate and overtopping or failure of a dam has occurred or is imminent, as in Stage III, the County Administrator and/or the Coordinator of Emergency Management and/or the Chairman/Director of Emergency Management will warn the public, order evacuation from the affected area, and declare a local emergency.

## **Responsibilities:**

### **Dam Owners:**

- Develop an Emergency Action Plan for warning and evacuating the Public in the event of dam failure;
- Obtain an Operation and Maintenance Certificate from the Virginia Department of Conservation and Recreation; and
- Operate and maintain the dam to assure the continued integrity of the structure.

### **Local Government**

- Develop compatible procedures to warn and evacuate the public in the event of dam failure;
- Notify public of possible dam failure;
- Order immediate evacuation of residents in expected inundation areas;
- Sound warning through use of sirens, horns, and vehicles with loudspeakers, Emergency Alert System, telephone calls, and door-to-door notification to evacuate individuals immediately out of the area or to high ground in area for later rescue;
- Provide assistance to disaster victims;
- Clean up debris and restore essential services;
- All agencies tasked in this plan implement recovery procedures;
- Review emergency procedures used and revise, if necessary, to insure lessons learned are applied in future disasters; and
- Determine what mitigation measures, if any, should be initiated (zoning, design of dams, etc.).



## Tab 1 to Dam Safety Annex

### ***DAM CLASSIFICATIONS AND EMERGENCY STAGES***

#### **Dam Classifications**

Dams are classified, as the degree of hazard potential they impose should the structure fail completely. This hazard classification has no correlation to the structural integrity or probability of failure.

Dams which exceed 25 feet in height **and** impound more than 50 acre feet in volume, or 100 acre feet if for agricultural purposes, are required to obtain an Operation and Maintenance Certificate which includes the development of an emergency action plan administered by the Department of Conservation and Recreation.

**Class I** (High Hazard) - Probable loss of life; excessive economic loss.

**Class II** (Moderate Hazard) - Possible loss of life; appreciable economic loss

**Class III** (Low Hazard) - No loss of life expected; minimal economic loss.

#### **Emergency Stages**

When abnormal conditions impact on a dam, such as flooding or minor damage to the dam, the dam owner should initiate specific actions that will result in increased readiness to respond to a potential dam failure. The following stages identify actions and response times which may be appropriate.

**Stage I** - Slowly developing conditions; five days or more may be available for response. Owner should increase frequency of observations and take appropriate readiness actions.

**Stage II** - Rapidly developing conditions; overtopping is possible. One to five days may be available for response. Increase readiness measures. Notify local Coordinator of conditions and keep him informed.

**Stage III** - Failure has occurred, is imminent, or already in flood condition; overtopping is probable. Only minutes may be available for response. Evacuation recommended.

## Tab 2 to Dam Safety Support Annex

### LOCAL DIRECTORY OF DAMS REGULATED BY VIRGINIA DEPARTMENT OF CONSERVATION AND RECREATION AND REQUIRING EMERGENCY ACTION PLANS

**Class I-** High hazard, probable loss of life, and excessive economic loss in the event of complete failure.

**Gathright Dam**, Alleghany County, 96-100 river miles (James, Calfpasture, and Jackson upstream and west of Natural Bridge Station and Glasgow

Structural Height: 257' Maximum Capacity: 426,000 acre-feet

Type: Rockfill Purpose: Recreation, Flood Control

Owner: US Army Corps of Engineers

Contact: Safety Engineer: Pete Riley (757) 441-7698

Dam Safety Coordinator: (same as above)

**Goshen Dam**, Lake Merriweather, Little Calfpasture River, 1 mile upstream of State Route 39 between Goshen and Rockbridge Baths

Structural Height: 40' Maximum Capacity: 11,200 acre-feet

Type: Earth Purpose: Recreation

Owner: Boy Scouts of America

Operator: Mike Jolly (540) 255-3053

or Jack Lyle (540) 997-5353

**Robertson Dam**, Lake Robertson, Colliers Creek, 2-1/2 miles upstream of Collierstown

Structural Height: 55' Maximum Capacity: 678 acre-feet

Type: Earth Purpose: Recreation

Owner: Virginia Dept. of Game & Inland Fisheries

Acting Chief of Engineering: Larry Mohn, (540) 248-9360

**Cave Mountain Dam**, Buck Run, 2 miles west of Natural Bridge Learning Center

Structural Height: 30' Maximum Capacity: 37 acre-feet County of Rockbridge-

Type: Gravity Purpose: Recreation

Owner: USDA Forest Service

Operator: Thomas Jefferson National Forest,

Forest Ranger: Pat Egan (540) 997-1339 or Glenn Szarzynski (540) 377-5927

**Class II-** Moderate hazard, possible loss of life, and appreciable economic loss in the event of complete failure.

**Moore's Creek Dam**, 6.5 miles west of Murat

Structural Height: 89' Maximum Capacity: 1,220 acre-feet

Type: Earth Purpose: Water Supply, Recreation

Owner: City of Lexington

Contact: Engineering Firm, (276) 328-2161

Michael Hatfield, (276) 679-7586

**Turner Dam**, Tributary of Cedar Creek

Structural Height: 50' Maximum Capacity: 355 acre-feet

Type: Earth Purpose: Recreation

Owner: Natural Bridge of Virginia, Inc., 291-2121

**Koogler Dam**, Moore's Creek

Structural Height: 30' Maximum Capacity: 160 acre-feet

Type: Earth Purpose: Recreation

Owner: Glen Koogler (540) 377-2090

**Cold Sulfur Springs Dam**

Structural Height: 25' Maximum Capacity: 73 acre-feet

Type: Earth Purpose: Recreation

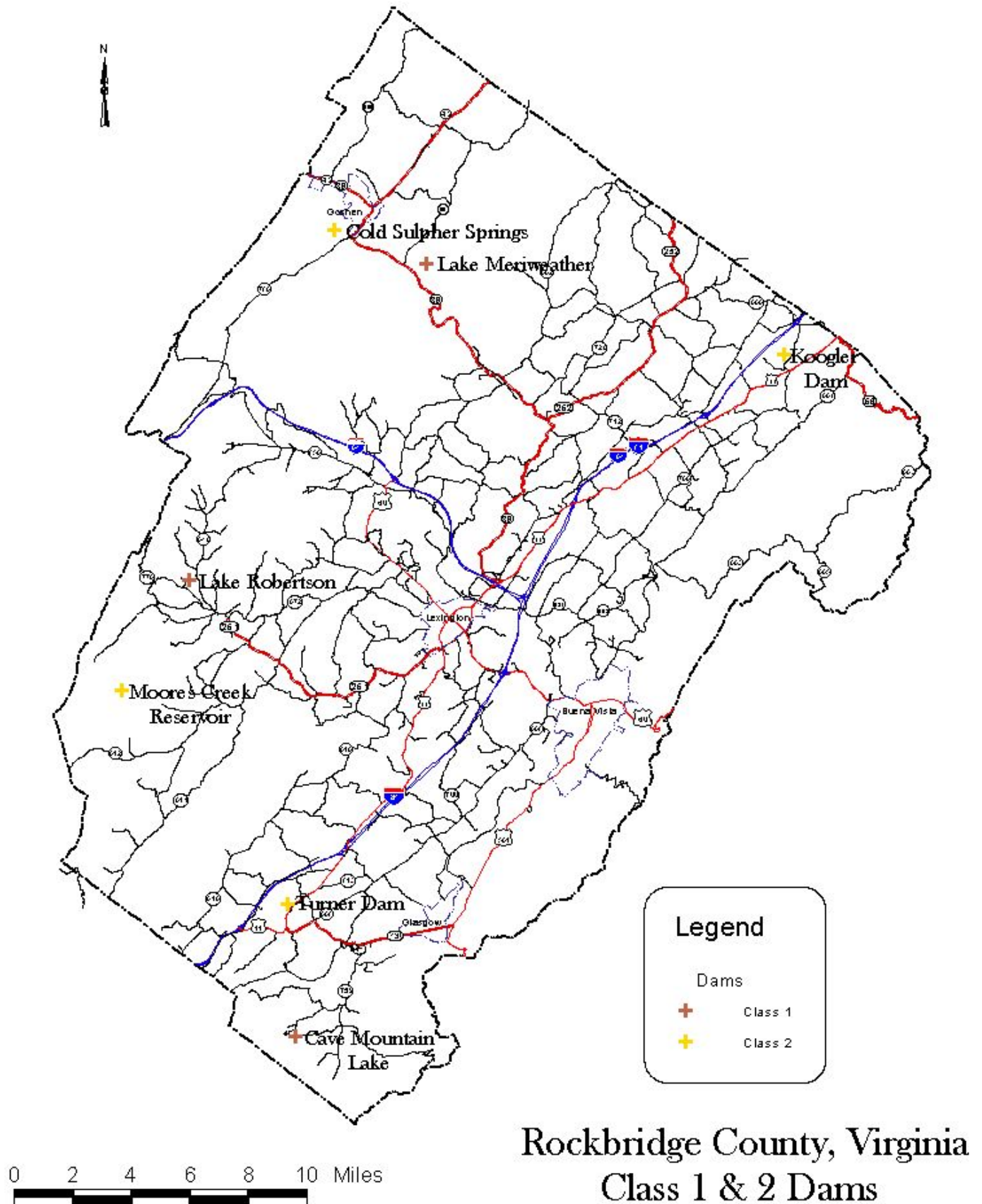
Owner: J. C. Goodbar, Harold Edwards, Willis Edwards

Contact: Harold Edwards (540) 463-5844 (W), (540) 463-5270 (H)

John Goodbar (540) 463-2168 (W), (540) 463-4994 (H)

**Class III-** Low hazard, no loss of life expected, and minimal economic loss in the event of complete failure.

**None**



## **Pandemic Influenza (Flu) Annex**

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### **Coordinating Agency**

Rockbridge County Emergency Management  
City of Buena Vista Emergency Management  
City of Lexington Emergency Management  
Central Shenandoah Health District

### **Purpose**

This annex serves to provide information and guidelines to local government officials and public service authorities for the potential outbreak of influenza resulting in a pandemic. These guidelines are intended to provide non-medical direction to local officials and/or emergency managers during the planning and implementation phases of a pandemic influenza emergency, while remaining general enough to allow for flexibility at the local level. Rockbridge County, City of Buena Vista, and City of Lexington will look to the Central Shenandoah Health District for direction on medical interventions. Coordination between the local government and the health department are paramount in mitigating the effects of a pandemic.

Pandemic planning requires that people and entities not accustomed to responding to health crises understand the actions and priorities required to prepare for, respond to, and recover from these potential risks. With that said, this annex is designed to establish strategies and/or measures that may contain and control influenza outbreaks; limit the number of illnesses and deaths, and minimize social disruption and economic losses.

### **Situation**

#### **Pandemic Influenza (Flu)**

Pandemics are different from seasonal outbreaks or “epidemics” of influenza. Seasonal outbreaks are caused by subtypes of influenza viruses that already exist among people. They occur from time to time and in most cases can be treated through vaccinations and/or medicines.

An epidemic is an outbreak of a disease similar to a seasonal flu. The difference between the two is that an epidemic outbreak may affect a limited area, such as a city, county, and/or state. A pandemic can extend beyond the borders of several or more countries. As noted, a pandemic may also be regional or localized if it involves more cases than a simple epidemic.

Influenza is a highly contagious viral disease that can spread from the coughing and sneezing of an infected individual or by picking up the virus from a contaminated surface, such as a door knob, a person's hand, etc. Signs and symptoms of influenza illness may include fever, muscle aches, headache, malaise, coughing, sore throat, and runny nose. Children may show signs of the infection through ear infections, nausea and vomiting.

More information regarding influenza can be found in Tab 2 of this plan annex.

## **Event Phases**

The Virginia Department of Health (VDH) is continuously monitoring the types, frequency, and character of outbreaks that are occurring in the international community, in coordination with its federal partners.

The World Health Organization (WHO) has developed and refined Pandemic Influenza Phases, which are illustrated on Figure 1. These phases are intended to characterize the progression of transmission that may be experienced during the course of an event.

Sustained human-to-human transmission, Phase 6, will trigger the implementation of plans and mobilization of resources in an attempt to contain and mitigate the effects of the event on the world community.

The federal government developed stages associated with the WHO Global Pandemic Phases to facilitate federal agency planning process. Virginia will use the framework of the United States Government (USG) stages as they relate to the planning and coordination of response initiatives between the levels of government. It is important to understand, however, that the Federal government may not necessarily declare a USG stage concurrent with a WHO Phase, unless there is compelling need to do so. A WHO Phase declaration does not automatically result in a USG Phase declaration.

Figure 1

**WORLD HEALTH ORGANIZATION (WHO) GLOBAL PANDEMIC PHASES AND  
THE STAGES FOR FEDERAL AND STATE GOVERNMENT RESPONSE**

WHO PHASES	FEDERAL AND VIRGINIA GOVERNMENT RESPONSE STAGES
<b>INTER-PANDEMIC PHASE</b>	
1. No new influenza virus subtypes have been detected in humans. An influenza virus subtype that has caused human infection may be present in animals. If present in animals, the risk of human disease is considered to be low.	0 New domestic animal outbreak in at-risk country
2. No new influenza virus subtypes have been detected in humans. However, a circulating animal influenza virus subtype poses a substantial risk of human disease.	
<b>PANDEMIC ALERT PHASE</b>	
3. Human infection(s) with a new subtype but no human-to-human spread or, at most, rare instances of spread to a close contact.	0 New domestic animal outbreak in at-risk country
4. Small cluster(s) with limited human-to-human transmission but spread is highly localized, suggesting that the virus is not well adapted to humans.	1 Suspected human outbreak overseas
5. Larger cluster(s) but human-to-human spread still localized, suggesting that the virus is becoming increasingly better adapted to humans, but may not yet be fully transmissible (substantial pandemic risk.)	2 Confirmed human outbreak overseas
<b>PANDEMIC PHASE</b>	
6. Pandemic Phase: increased and sustained transmission in general population.	3 Widespread human outbreaks in multiple locations overseas. Declaration of Emergency will be considered. 4 First human case in North America 5 Spread throughout the United States 6 Recovery and preparation for subsequent waves.

## Assumptions

- A. Pre-event planning is critical to ensure a prompt and effective response to a pandemic influenza, as its spread will be rapid, reoccurring (in multiple waves), and difficult to stop once it begins.
- B. A pandemic disease outbreak may precipitate infection rates exceeding 25 percent in an affected population, with projected mortality rates in excess of normal seasonal flu activity.
- C. Workforce absenteeism may rise as high as 40 percent at the height of a given pandemic wave, significantly affecting critical services, infrastructure, supply chain pipelines, etc.

- D. All operations and services within the public and private sector will be compromised in varying degrees throughout the response and recovery phases; however, proper planning and adequate resources may sustain essential operations/services and mitigate the effects of the event across all sectors (e.g., government, education, health, commerce and trade, critical infrastructure, etc.)
- E. Due to the universal susceptibility of the public to an influenza virus and the anticipated pervasive impact on all segments of society, the majority of the medical and non-medical consequences of the event will be addressed by the public and private sectors in the context of the existing emergency management framework, supporting infrastructure, available resources, and associated supply chains with marginal support from new or external parties.
- F. Although technical assistance and support will be available through the federal government prior to, during, and following the event period, it will be limited in contrast to other natural and man-made events that impact a specific geographic area in a more defined, shorter, and nonrecurring timeframe.
- G. A comprehensive and integrated strategy will require the involvement of all levels of government, the private sector, non-governmental organizations (NGO's), and citizens.
- H. At the state level, the Commonwealth of Virginia Emergency Operations Plan (COVEOP), which is in compliance with the National Response Framework (NRF) and the National Incident Management System (NIMS), provides the framework to coordinate response and recovery operations and associated support to address the consequences of a pandemic disease outbreak.
- I. Pan Flu planning is inherent in continuity of operations and business planning initiatives in the public and private sectors. It focuses on implementing strategies and tools required to adapt to an environment where there is a reduced capacity to sustain essential operations, services, resource support, and critical infrastructure due to increased illness and death rates.
- J. The Commonwealth has secured a large inventory of antiviral drugs so as to be able to treat a significant portion of the affected population; these antivirals will be released once evidence suggests normal commercial supplies are inadequate or are reasonably expected to be depleted. There will be a significant and sustained increase in demand for medical services during each wave that will overwhelm the healthcare system and compromise the overall standard of care provided.
- K. Vaccines will be in limited quantities when made available, necessitating the need to develop and implement a distribution plan. VDH has developed a Pandemic Vaccine Distribution and Administration Plan for this purpose.
- L. Local and regional health infrastructure and associated resources will be quickly committed to providing the necessary treatment and supporting strategies to effectively respond to a potentially developing or actual event.
- M. Non-pharmaceutical interventions such as social distancing, if applied in a timely manner, **will play a significant role** in mitigating the impacts of the disease at the local and state level.
- O. Of those who become ill with influenza, 50% may seek outpatient care. Ill persons should call ahead to their health care providers for guidance rather than presenting at provider treatment locations to avoid exposing other persons seeking medical care but who do not have influenza.

**\*Special Note on Continuity of Operations Plans, Pandemic Flu Annex**



Through guidance from the Office of Commonwealth Preparedness (OCP) continuity planning program, VDEM created a Pandemic Influenza Annex to its pre-existing continuity of operations (COOP) plan guidance. This annex can be used by state agencies, institutions of higher education or local governments. This can be found at <http://www.vaemergency.com/library/coop/panflu/index.cfm>

## **Citizen Preparedness**

The Virginia Department of Emergency Management (VDEM) website includes links to the U.S. Department of Health and Human Services (HHS) and the Centers for Disease Control (CDC) to provide the necessary information and guidance to citizens regarding what they need to do to be prepared in the event of a pandemic influenza. The website also provides information on a variety of programs that citizens can become a part of to support community preparedness and response activities. Some of these include: the Community Emergency Response Team (CERT), Neighborhood Watch Program, Public Safety Volunteers in Virginia, Medical Reserve Corps (MRC), Fire Corps, and Volunteers in Police Service.

## **Concept of Operations**

### **Community Mitigation Strategies**

Rockbridge County, City of Buena Vista, and City of Lexington, in coordination with the Central Shenandoah Health District will determine the need to implement any of these initiatives. More information on Community Strategy and further explanation can be found in Tab 3 of this plan annex.

### **External Affairs/Public Information**

Dissemination and sharing of timely and accurate information with all stakeholders and the public will be one of the most important facets of the pandemic response. Advising the public on actions they can take to minimize their risk of exposure or actions to take if they have been exposed, will reduce the spread of the pandemic and may also serve to reduce panic and unnecessary demands on vital services. Clear, concise, consistent and timely Public information is essential to a successful response effort. To this end, VDH may activate a Public Health Information Center (Call Center) and important information will be posted on the agency website. If necessary and the need exists, VDEM may choose to open the Public Information Center.

Rockbridge County, City of Buena Vista, and City of Lexington will coordinate the sharing of information among decision makers along with other agencies vital to mitigating the hazard, more specifically, all agencies listed under the "Responsibilities" as appropriate. This effort will follow the already established processes of information sharing as outlined in the External Affairs/Public Information section of the Rockbridge County/City of Buena Vista/City of Lexington Emergency Operations Plan.

### **Declaration of State of Emergency**

Rockbridge County/City of Buena Vista/ City of Lexington

All of the current authorities granted to Rockbridge County, City of Buena Vista, and City of Lexington remain constant as described by the Code of Virginia in Title 44 §146.21. A declaration of a local emergency shall activate the Rockbridge County/City of Buena Vista/ City of Lexington Emergency

Operations Plan. A further explanation of these authorities can be found in Tab 1 “Legal Authorities” of this plan annex.

#### Commonwealth of Virginia

In order to mobilize the necessary resources to respond to an influenza pandemic, the Governor will declare a State of Emergency through the issuance of an Executive Order. The projected impact of an influenza pandemic on local and state government will necessitate a request for federal assistance. A State of Emergency will be considered when the State response stage reaches #3, or as determined by the Governor in consultation with the State Health Commissioner. While unlikely, an Executive Order could be issued or an existing order amended to mandate the closure of public and private facilities such as, but not limited to, schools and institutions of higher education. A further explanation of these authorities can be found in Tab 1 of this plan annex.

### **Public Health Authorities**

The State Health Commissioner and the Board of Health have the authority under the Code of Virginia to take the necessary actions to protect the public health. Under Virginia law and the Department of Health, the Health Commissioner and his/her local designee, the District Health Director, as quoted “shall take measures as may be necessary to prevent the spread of the disease or occurrence of additional cases” and to protect the public’s health. These authorities are listed in Tab 1 of this plan annex.

### **Virginia Department of Health**

The Virginia Department of Health (VDH) will be the lead agency with regard to addressing all health and medical issues and needs related to the influenza pandemic and providing the necessary guidance to responders, government agencies, businesses, and citizens throughout the Commonwealth. VDH developed a pandemic influenza plan in 2002 and will continue to make revisions, as necessary, to reflect the most current guidance provided by HHS. The VDH Pandemic Influenza Plan and the Pandemic Influenza Annex to the Commonwealth of Virginia’s Emergency Operations Plan, which focuses on the non-health sectors, represent the Commonwealth’s overall plan to respond and recover from a pandemic influenza outbreak.

Sources of medical and non-medical stockpiles include:

- Virginia’s purchase of an antiviral stockpile (maintained by a contract vendor responsible for storage and emergency distribution)
- Virginia’s receipt and storage of antivirals and federal medical supplies during the Spring of 2009.
- Metropolitan Medical Response System (MMRS) caches in Virginia’s three (3) MMRS areas (Northern Virginia, Richmond and Hampton Roads), hospital supplies provided through Health Resources and Services
- Administration/Assistant Secretary for Preparedness and Response (HRSA/ASPR) grants,
- Supplies purchased by the Health Districts and stored onsite for immediate response purposes
- The Commonwealth of Virginia Strategic National Stockpile (SNS) Plan for federal stockpile assets

Virginia may also request federal assets through the use of the FEMA Action Request Form process as described in the SNS Plan.

Just-in-time purchasing arrangements exist through VDH’s pre-approved vendor list as well as pre-scripted VEOC equipment and supply lists, available for activation in the event of a declared emergency. Virginia’s primary SNS Remote Storage Sites (RSS) site, a state-owned facility, will be made available for storage and redistribution of received just-in-time supplies, among other warehousing options.

## **Coordination of Response Operations**

An influenza pandemic will require a comprehensive, coordinated, and sustained response over an extended period of time lasting 18-24 months. Local response operations may be coordinated from the Rockbridge County/City of Buena Vista/ City of Lexington Emergency Operations Center, if appropriate. All requests for local or state resources from any entity must be submitted to the Rockbridge County/City of Buena Vista/ City of Lexington Emergency Operations Center which will then follow the proper process of submission to the Virginia Emergency Operations Center. However, efforts to accomplish this using telecommunications/telework practices to minimize mass gatherings of responders and maximize social distancing should be implemented to help reduce infection.

The Rockbridge County, City of Buena Vista, and City of Lexington Office of Emergency Management and the Central Shenandoah Health Department are the primary agencies responsible for assisting the locality and coordinating with the Virginia Emergency Operation Center (VEOC) in the event of a Pandemic Influenza Outbreak. The Rockbridge County/City of Buena Vista/ City of Lexington EOC will facilitate and request resources, assistance, and points of contact(s) in response to immediate vaccine shortages, medical supplies, and equipment. It is also the responsibility of the Rockbridge County/City of Buena Vista/ City of Lexington EOC to implement the locality emergency plans and mutual aid agreements.

In addition, the health department will coordinate the county/city wide public health and emergency medical response and will activate its Health Department Operations Center (or equivalent) and request the activation of the Rockbridge County/City of Buena Vista/ City of Lexington –wide Emergency Operation Center (EOC) when a unified response is necessary.

The VEOC will assist the affected jurisdiction(s) and maintain overall direction and control over statewide emergency operations. When the locality has exhausted their resources, the local emergency manager will contact the VEOC for assistance. WebEOC and/or written requests can be faxed to the VEOC. VEOC will then coordinate to fulfill pandemic influenza related requests (i.e. vaccinations, medical supplies and equipment, etc.).

## **Responsibilities**

### **Rockbridge County, City of Buena Vista, and City of Lexington Government**

- Prepare agency specific Continuity of Operations Plans (COOPs) that address the unique consequences of a pandemic.
- Identify and list emergency contact information for the Point of Contact and the lines of succession for all agencies that will respond to the pandemic. Include this information in local emergency plans.
- Describe the procedures for rotating employee shifts during the emergency event.
- Determine the steps that will be taken to preserve continuity of critical government functions.

### **Rockbridge County, City of Buena Vista, and City of Lexington Offices of Emergency Management**

- Rockbridge County, City of Buena Vista, and City of Lexington shall develop and maintain emergency pandemic influenza response plans to include mutual aid agreements for resources in neighboring jurisdictions.
- Identify the leading agency that will be in charge of all pandemic influenza health related issues and the supporting agencies. Create a flowchart identifying lines of authority and communication.
- Identify potential local partnerships with community and private industries for resources.
- Identify critical government functions, services, or operations that address critical health, safety, and welfare needs of the public that must be maintained; and plan accordingly to maintain those critical functions.
- List and explain the communication strategy and devices for both internal and external sources, to communicate information to government officials, county agencies, the public, public health partners, other jurisdictions, and authorities.

- Describe local training and education the locality will provide for incidents regarding a pandemic.
- Create and maintain an Incident Command Structure (ICS) and comply with the National Incident Management System (NIMS).
- Local government will have the primary responsibility of ensuring that adequate medical and/or resource supplies within their jurisdiction during an emergency have been received.
- Describe how the public will be notified to stay at home, receive medicine, and/or advisories, if necessary.
- Identify staging areas for vaccine, medicine, food, fuel, water and security, if necessary.
- Pre-identify and list potential long –term shelters.
- Describe the steps the locality will implement to contain and control the disease outbreak.

#### **Central Shenandoah Health Department**

- Clearly state the responsibilities and roles for the jurisdictions health department, local health provider and partners, and local response agencies during all phases of a pandemic.
- Describe the response, coordination, and decision making structure for the pandemic that incorporates the combined social/health services and local response agencies within the locality.
- Define preparedness activities that should be taken into account before a pandemic occurs that will enhance the effectiveness of response measures.
- Describe training and education the health department will provide for incidents regarding a pandemic.
- Identify critical functions, services, or operations that address critical health, safety, and welfare needs of the public that must be maintained.
- List and explain the communication strategy and devices for both internal and external sources, to communicate information to the local Emergency Operation Center, county agencies, the public, public health partners, other jurisdictions, and authorities.
- Develop and disseminate recommendations on the use of influenza diagnostic tests, antiviral drugs, and vaccines during a pandemic.
- Describe how the public will be notified to stay at home, receive medicine, and/or advisories, if necessary.
- Identify the position/ person who is the point of contact at the local Emergency Operation Center (EOC) of an impending pandemic.
- Identify and describe the steps that will be taken by the health department to activate the plan and notify support agencies.
- Identify the position or person responsible for collecting and providing situation reports to the local EOC as related issues of influenza challenges continue.
- Describe the procedures for obtaining, storing and distributing vaccinations and/or medicine(s).
- Work with partner organizations to discuss and resolve clinical issues related to pandemic influenza response.

#### **Rockbridge County, City of Buena Vista, and City of Lexington Schools**

The responsibilities and authorities with regard to emergency management issues and specifically school closure decisions (both prior to and during a declared state of emergency) rest at the local level. School closure and emergency management issues for post-secondary schools (including state funded) are decided by the administration of the particular institution. However, due to the impacts that school closure will have on the community in an influenza pandemic, it is important for the local government to be more engaged in monitoring the following:

- Level of absenteeism of students, faculty, and staff.
- Impacts absenteeism is having on operations
- Strategies that are being considered or employed to sustain operations
- Resource and supply chain issues that need to be addressed.

The decision to close schools will necessitate consideration of other actions related to other types of facilities, activities, and functions that bring people together, particularly in closed environments. The decision to close schools will need to be made in coordination with a variety of community partners, and implemented in conjunction with other actions that will complement and reinforce the desired objective of social distancing. To accomplish this, the school system must have a representative in a strong and continuous link to, the local emergency operations center to provide the necessary guidance, technical assistance, and support in regard to response operations, public information, and policy issues.

It is important to understand school closure is an extreme measure with serious social and community ramifications. Localities should maintain awareness, through the Department of Health, on federal school closure guidance developed by the Centers for Disease Control and Prevention in coordination with the Department of Education.

The rates of absenteeism and operational impacts being experienced by the school system will be reported to the local emergency operations center by the school system, as well as to the state agency that typically interfaces with the system/institution reporting.

Rockbridge County, City of Buena Vista, and City of Lexington schools will request assistance through the local emergency operations center, like in any other disaster event. If the request exceeds the capability of local government, the request will be forwarded to the VEOC for consideration.

The Virginia DOE has updated the Pandemic Influenza Plan Guidelines for Virginia Public Schools. The plan is available on the Virginia DOE Web site at the following address:

<http://www.doe.virginia.gov/VDOE/studentsrvcs/>. The guidance document includes specific considerations during each phase of a pandemic regarding expected local school division actions; DOE activities; access control; surveillance, screening, and triage; infection control and precautions; communication and education; social distancing; and school closure strategies.

#### **Colleges/Universities**

Virginia Military Institute  
Washington & Lee University  
Southern Virginia University  
Dabney S. Lancaster Community College

Colleges and universities present unique challenges in terms of pre-pandemic planning because many aspects of student life and activity encompass factors that are common to both the child school environment (e.g., classroom/dormitory density) and the adult sphere (e.g., commuting longer distances for university attendance and participating in activities and behaviors associated with an older student population).

It is important for the local government to be more engaged in monitoring the following:

- Level of absenteeism of students, faculty, and staff. Administrators should coordinate with the college/university clinic to monitor and report the number of students presenting with flu-like symptoms. It is important for the school to distinguish absenteeism due to flu and routine absences from class.
- Impacts absenteeism is having on operations
- Strategies that are being considered or employed to sustain operations
- Resource and supply chain issues that need to be addressed.

Colleges and Universities will request assistance through the local emergency operations center, like in any other disaster event. If the request exceeds the capability of local government, the request will be forwarded to the VEOC for consideration.

Colleges and Universities should identify a liaison to the Rockbridge County, City of Buena Vista, and City of Lexington Emergency Management Organizations. Frequent communication should occur. In addition to regular sharing of information and message coordination, decisions of either party should be shared with the other before implementation.

Colleges and Universities should consider implementing various community mitigation strategies at the college/university level as described in Tab 3 “Community Mitigation Strategy.” Contemplation of implementation of these strategies should be done in consultation with the Central Shenandoah Health District and Rockbridge County, City of Buena Vista, and City of Lexington Emergency Management.

## **Emergency Medical Services**

As the nation’s health care “safety net,” EMS will be faced with higher demands for services while experiencing problems similar to the rest of the nation – increased employee absenteeism, disruption of supply chains and increased rates of illness and death. EMS is only one component of a coordinated system response.

If predictions about the surge of patients and the concomitant increase in absenteeism among EMS personnel become a reality, EMS providers’ regular day-to-day practices may need to be modified during pandemic influenza. OEMS field representatives will continue to disseminate important information to localities and squads including emerging protocols before and during an influenza pandemic.

Virginia OEMS will support local EMS providers in establishing procedures to, if necessary, legally deviate from established treatment procedures during response to pandemic influenza to support mitigation of and response to such patients. EMS providers should look to Virginia OEMS for final guidance on protocols and for any changes in protocols that may occur.

Additional Standards of Care Considerations:

- EMS medical directors should play a lead role in pandemic influenza planning efforts in collaboration with public health officers.
- EMS medical directors should have knowledge and experience with the clinical and operational aspects of the EMS System.
- Local EMS medical director oversight, including credentialing of additional EMS personnel skills, modification of treatment protocols should be consistent with State laws, rules and policies.

## **Law Enforcement Agencies**

- Providing security for the transportation and/or storage of vaccine, antivirals, and other medical supplies, if such support is requested.
- Enforcing orders of quarantine and isolation, in the unlikely event these are implemented (atypical for a pandemic, but more realistic for an isolated disease outbreak)
- Preventing and responding to civil disturbances associated with the pandemic
- Assisting law enforcement agencies unable to provide essential law enforcement services due to high rates of absenteeism.

## **Local Hospitals/Clinics**

- Determine the steps that will be taken to preserve continuity of critical healthcare functions

- Collaborate closely with the Health Department on the availability of prophylactic and treatment supply items (e.g., antivirals, vaccines and ancillary supplies), the most recent guidance available, etc.
- Register with the Health Department as vaccination locations/vaccine reception sites to help assure a controlled supply ordering, delivery and documentation capability

### **Rockbridge County Department of Social Services**

The Department of Social Services (DSS) oversees many programs that provide benefits and services to eligible applicants. Persons adversely affected in a pandemic may apply and, if eligible, receive direct financial aid from Food Stamps, Medical Assistance, Energy Assistance, Temporary Assistance for Needy Families, Auxiliary Grants, and General Relief. Each program is governed by federal and/or state law/regulations that define the parameters for eligibility. Policies governing the eligibility for these programs and services already exist in program manuals. In the event of a pandemic, the provision of benefits and services will continue to the extent possible. DSS, through its regional and home offices will continue to provide program supervision, secure program waivers, and resolve conflicts relative to program operations. Information regarding these programs, eligible applicants, and how to apply will be disseminated through DSS's Public Information Officer in coordination with the Rockbridge County, City of Buena Vista, and City of Lexington Public Information Officers.

### **Finance/Administration**

Rockbridge County/City of Buena Vista/ City of Lexington will follow the established procedures for procurement and record keeping as outlined in the Rockbridge County/City of Buena Vista/ City of Lexington Emergency Operations Plan and individual Rockbridge County, City of Buena Vista, and City of Lexington department's standard operating procedures.

Tab 1

## Legal Authorities

### Local Powers

**Declaration of a local emergency (§44-146.21)** The Director or Emergency Management may declare a local emergency with the consent of the governing body. These powers are already listed and detailed in the Rockbridge County/City of Buena Vista/ City of Lexington Emergency Operations Plan.

### State Powers

**Powers and duties of the Governor (§44-146.17)**

In addition to all authorities vested in the Governor of Virginia during a declared emergency or disaster, specifically:

Such executive orders declaring a state of emergency may address exceptional circumstances that exist relating to an order of quarantine or an order of isolation concerning a communicable disease of public health threat that is issued by the State Health Commissioner for an affected area of the Commonwealth pursuant to Article 3.02 (§ 32.1-48.05 et seq.) of Chapter 2 of Title 32.1.

**Reporting of Disease (§32.1-35; §32.1-36; §32.1-37)**

Requires reporting of selected diseases to the Board of Health by physicians practicing in Virginia and others, such as laboratory directors, or persons in charge of any medical care facility, school or summer camp.

**Investigation of Disease (§32.1-39)**

Authorizes the Board of Health to provide for surveillance and investigation of preventable diseases and epidemics, including contact tracing.

**Authority to Examine Records (§32.1-40; §32.1-48.015)**

Authorizes the Commissioner or his designee to examine medical records in the course of investigation, research, or studies, including individuals subject to an order of isolation or quarantine.

**Emergency Orders and Regulations (§32.1-13; §32.1-42; §32.1-20)**

Authorizes the Board of Health to make orders and regulations to meet any emergency for the purpose of suppressing nuisances dangerous to the public health and communicable, contagious, and infectious diseases and other dangers to public life and health.

Authorizes the Commissioner to act with full authority of the Board of Health when it is not in session.

**Disease Control Measures (§32.1-43; §32.1-47; §32.1-48)**

Authorizes the Commissioner to require quarantine, isolation, immunization, decontamination, and/or treatment of any individual or group of individuals when the Commissioner determines these measures are necessary to control the spread of any disease of public health importance.



Permits the Commissioner to require immediate immunization of all persons in the event of an epidemic; permits the exclusion from public or private schools of children not immunized for a vaccine-preventable disease in the event of an epidemic.

**Isolated or Quarantined Persons (§32.1-44)**

Permits any isolated or quarantined person to choose their own treatment, whenever practicable and in the best interest of the health and safety of the isolated or quarantined person and the public.

However, conditions of any order of isolation or quarantine remain in effect until the person or persons subject to an order of quarantine or order of isolation shall no longer constitute a threat to other persons.

**Isolation or Quarantine of Persons with Communicable Disease of Public Health (§32.1-48.05 through §32.1-48.017)**

Defines a communicable disease of public health threat as a communicable disease of public health significance coinciding with exceptional circumstances.

Authorizes the Commissioner to issue orders of isolation or quarantine for individuals or groups of individuals infected with or exposed to a communicable disease of public health threat. Outlines conditions necessary for invoking orders, process for seeking *ex parte* court review in the circuit court of residence, and appeal process.

Authorizes the Commissioner, during a state of emergency, to define an affected area (s) wherein individuals are subject to an order of isolation and/or quarantine. Authorizes the Commissioner, in concert with the Governor, during a state of emergency to require the use of any public or private property to implement any order of quarantine or order of isolation. Outlines accommodations for occupants of property not subject to the order(s) and compensation.

**Administration and dispensing of necessary drugs and devices during a declared disaster or state of emergency (§ 32.1-42.1)**

Gives the Commissioner of Health the ability to allow non-physician and non-pharmacy staff to dispense drugs in limited circumstances.

The Commissioner, pursuant to § 54.1-3408, may authorize persons who are not authorized by law to administer or dispense drugs or devices to administer or dispense all necessary drugs or devices in accordance with protocols established by the Commissioner when (i) the Governor has declared a disaster or a state of emergency or the United States Secretary of Health and Human Services has issued a declaration of an actual or potential bioterrorism incident or other actual or potential public health emergency; (ii) it is necessary to permit the provision of needed drugs or devices; and (iii) such persons have received the training necessary to safely administer or dispense the needed drugs or devices. Such persons shall administer or dispense all drugs or devices under the direction, control and supervision of the Commissioner. For purposes of this section, "administer," "device," "dispense," and "drug" shall have the same meaning as provided in § 54.1-3401. The Commissioner shall develop protocols, in consultation with the Department of Health Professions, that address the required training of such persons and procedures for such persons to use in administering or dispensing drugs or devices.

- **Immunity from Liability (§ 32.1-48.016)**

Any person, including a person who serves in a Medical Reserve Corps (MRC) unit or on a Community Emergency Response Team (CERT), who, in good faith and in the performance of his duties, acts in compliance with this article and the Board of Health's regulations shall

not be liable for any civil damages for any act or omission resulting from such actions unless such act or omission was the result of gross negligence or willful misconduct.

**Immunity for public and private employees who are complying with the statute, rule, regulation, or executive order (§44-146.23(A))**

Neither the Commonwealth, nor any political subdivision thereof, nor federal agencies, nor other public or private agencies, nor, except in cases of willful misconduct, public or private employees, nor representatives of any of them, engaged in any emergency services activities, while complying with or attempting to comply with this chapter or any rule, regulation, or executive order promulgated pursuant to the provisions of this chapter, shall be liable for the death of, or any injury to, persons or damage to property as a result of such activities.

- **Vaccination Authorities**

There is no Virginia statute that gives the Commissioner or any other public official the explicit authority to mandate the use of drugs to protect the public health. There are two Virginia statutes that discuss ordering “treatment” for certain individuals or groups of individuals. The first statute concerning mandatory treatment, Va. Code Ann. § 32.1-43, gives the State Health Commissioner the broad authority to require “...quarantine, isolation, immunization, decontamination, or *treatment* of any individual or group of individuals when he determines any such measure to be necessary to control the spread of any disease of public health importance.” There is one additional statute that can be used to mandate treatment, but it will be of limited value in a Pandemic Influenza scenario. Va. Code Ann. § 32.1-48.02(C) gives the State Health Commissioner the authority to order outpatient treatment at a local or district health department for persons who (i) are infected with a “communicable disease of public health significance caused by an airborne microorganism ... that causes serious disease and can result in death,” (ii) have “refused or failed to adhere to treatment, despite counseling,” and (iii) are “engaging in conduct that places uninfected persons at risk of contracting such disease.” This statute, which pre-dates the 2004 amendments to the isolation and quarantine laws, applies primarily to tuberculosis. Invocation of the Commissioner’s powers under this statute requires the Commissioner to follow cumbersome procedures that are heavily loaded on the front-end with due process protections.

- **Vaccinator Statutes, Protocols and Training Plan (§54.1-3401)**  
**Definitions.**

"Administer" means the direct application of a controlled substance, whether by injection, inhalation, ingestion or any other means, to the body of a patient or research subject by (i) a practitioner or by his authorized agent and under his direction or (ii) the patient or research subject at the direction and in the presence of the practitioner.

**Professional use by practitioners (§54.1-3408)**

A. A practitioner of medicine, osteopathy, podiatry, dentistry, or veterinary medicine or a licensed nurse practitioner pursuant to § 54.1-2957.01, a licensed physician assistant pursuant to § 54.1-2952.1, or a TPA-certified optometrist pursuant to Article 5 (§ 54.1-3222 et seq.) of Chapter 32 of this title shall only prescribe, dispense, or administer controlled substances in good faith for medicinal or therapeutic purposes within the course of his professional practice.

I. A prescriber may authorize, pursuant to a protocol approved by the Board of Nursing, the administration of vaccines to adults for immunization, when a practitioner with prescriptive authority is not physically present, (i) by licensed pharmacists, (ii) by registered nurses, or (iii) licensed practical nurses under the immediate and direct supervision of a registered nurse. A

prescriber acting on behalf of and in accordance with established protocols of the Department of Health may authorize the administration of vaccines to any person by a pharmacist or nurse when the prescriber is not physically present.

O. In addition, this section shall not prevent the administration or dispensing of drugs and devices by persons if they are authorized by the State Health Commissioner in accordance with protocols established by the State Health Commissioner pursuant to § 32.1-42.1 when (i) the Governor has declared a disaster or a state of emergency or the United States Secretary of Health and Human Services has issued a declaration of an actual or potential bioterrorism incident or other actual or potential public health emergency; (ii) it is necessary to permit the provision of needed drugs or devices; and (iii) such persons have received the training necessary to safely administer or dispense the needed drugs or devices. Such persons shall administer or dispense all drugs or devices under the direction, control and supervision of the State Health Commissioner.

**Tab 2**

## **INFLUENZA FACT SHEET**

**Note:** Up-to-date information on influenza, as well as guidance, Q&A's and public information material is readily accessible using the CDC website at <http://www.cdc.gov>.

### **What is influenza?**

Influenza is commonly referred to as "the flu." It is a viral infection of the lungs. There are two main types of influenza virus, A and B. Each type includes many different strains that tend to change each year.

### **When does influenza occur?**

Influenza occurs most often in the late fall and winter months.

### **Who gets influenza? How is it spread?**

Anyone can get influenza, but it is most serious in the elderly, in people with chronic illnesses (such as lung disease, heart disease, cancer, or diabetes) or those with weak immune systems. Influenza spreads very easily, usually through contact with droplets from the nose and throat of an infected person during coughing and sneezing.

### **How soon after exposure do symptoms appear? What are the symptoms of influenza?**

Symptoms usually appear 1 to 3 days after exposure. Influenza symptoms can include a sudden onset of headache, fever, chills, cough, sore throat and body aches. Diarrhea and vomiting are not common. Although most people are ill for less than a week, some people have complications and may need to be hospitalized.

### **How is influenza diagnosed and treated?**

Some laboratory tests are available to diagnose influenza; however, doctors usually diagnose influenza from the person's symptoms. Rest, liquids and over-the-counter medicine (e.g., acetaminophen [Tylenol]) are the usual treatments. Some prescription drugs may prevent or reduce the severity of influenza. Aspirin should not be given to children with influenza because of the possibility of causing a complication called Reye syndrome.

### **How long can a person spread influenza?**

The contagious period varies, but probably begins the day before symptoms appear and extends for a week.

### **Does past infection with influenza make a person immune?**

Generally, no. Influenza viruses change frequently, so people who have been infected or given a flu shot in previous years may become infected with a new strain. Therefore, people need to be vaccinated (with either a shot or a nasal-spray vaccine) against influenza every year.

### **What are other steps that can be taken to prevent the spread of flu?**

Good health habits can help prevent the flu. These include covering your mouth and nose with a tissue when coughing or sneezing, washing your hands often to help protect yourself from germs, avoiding touching your eyes, nose or mouth, staying home from work, school, and errands when you are sick, and avoiding close contact with people who are sick. Antiviral medications may also be used to prevent or treat the flu – talk to your healthcare provider for more information.

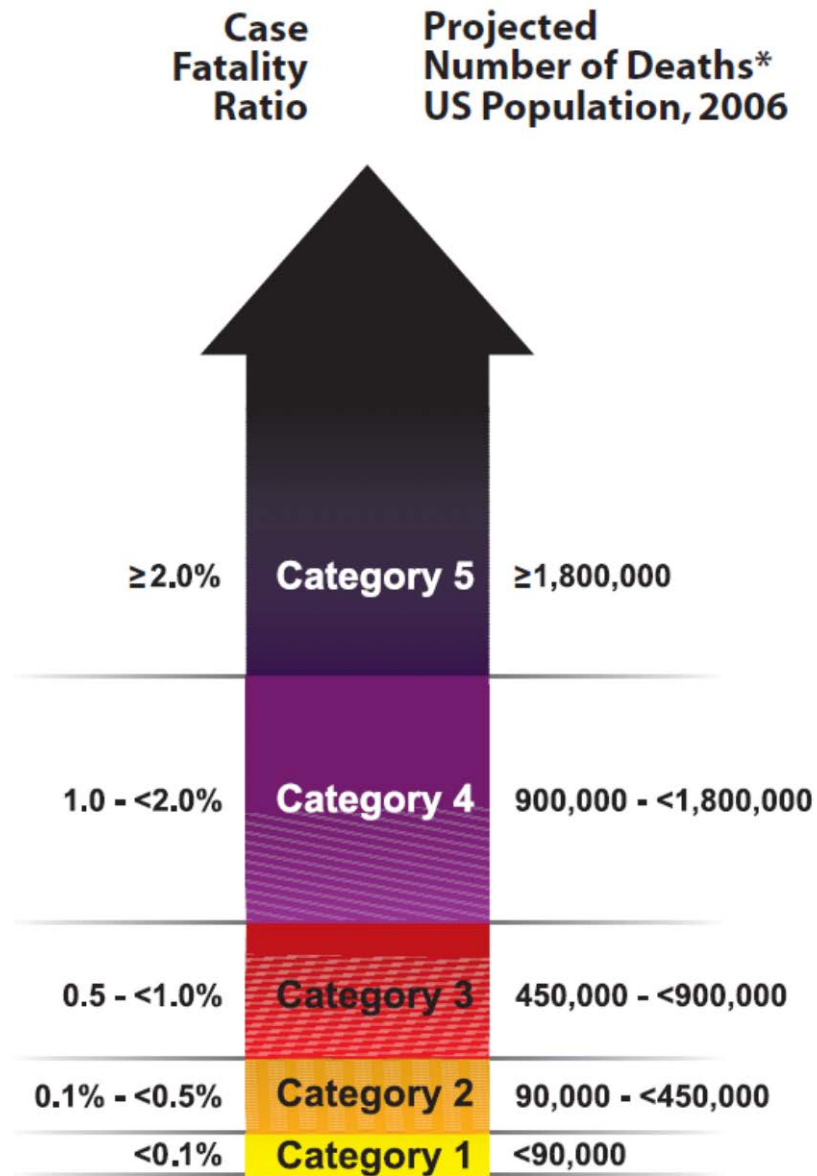
**Tab 3**

**Community Mitigation Strategy**

HHS and CDC developed interim planning guidance with regard to the application and timing of non-pharmaceutical interventions for states and local governments in February 2007. This guidance supports the development and implementation of a community's overall mitigation strategy that includes both pharmaceutical and non-pharmaceutical measures, in the context of a Pandemic Severity Index. The Pandemic Severity Index (PSI) provides a framework that integrates the types of partially effective non-pharmaceutical interventions with suggested implementation and duration times in an attempt to maximize the overall benefit to the community, while minimizing the potential cascading consequences of implementing recommended interventions.

The PSI uses a case fatality ratio as the critical factor in categorizing the severity of a pandemic. This tool will serve as a guide in discussions with schools, colleges and universities, and other community sectors and support the timely development and implementation of an effective local, regional, and state strategy in the context of an estimated level of severity.

The guidance recognizes that the connectedness of communities goes beyond spatial proximity to include ease, speed, and volume of travel between geopolitical jurisdictions. To balance the relationship of connectedness and optimal timing, the guidance proposes that the geopolitical trigger be defined as the cluster of cases occurring within a U. S. state or proximate epidemiological region which spans beyond a state's boundary. The Community Strategy for Pandemic Influenza Mitigation can be found at the following website: <http://www.pandemicflu.gov/plan/community/commitigation.html>.



\*Assumes 30% Illness Rate and Unmitigated  
Pandemic Without Interventions

### SUMMARY OF THE COMMUNITY MITIGATION STRATEGY BY PANDEMIC SEVERITY INDEX

Pandemic Severity Index			
Interventions* by Setting	1	2 and 3	4 and 5
<b>Home</b> <b>Voluntary isolation</b> of ill at home (adults and children); combine with use of antiviral treatment as available and indicated	<b>Recommend†§</b>	<b>Recommend†§</b>	<b>Recommend†§</b>
<b>Voluntary quarantine</b> of household members in homes with ill persons¶ (adults and children); consider combining with antiviral prophylaxis if effective, feasible, and quantities sufficient	<b>Generally not recommended</b>	<b>Consider**</b>	<b>Recommend**</b>
<b>School</b> <b>Child social distancing</b>  -dismissal of students from schools and school based activities, and closure of child care programs  -reduce out-of-school social contacts and community mixing	<b>Generally not recommended</b>  <b>Generally not recommended</b>	<b>Consider:</b> ≤4 weeks††  <b>Consider:</b> ≤4 weeks††	<b>Recommend:</b> ≤12 weeks§§  <b>Recommend:</b> ≤12 weeks§§
<b>Workplace / Community</b> <b>Adult social distancing</b>  -decrease number of social contacts (e.g., encourage teleconferences, alternatives to face-to-face meetings)  -increase distance between persons (e.g., reduce density in public transit, workplace)  -modify postpone, or cancel selected public gatherings to promote social distance (e.g., postpone indoor stadium events, theatre performances)  -modify work place schedules and practices (e.g., telework, staggered shifts)	<b>Generally not recommended</b>  <b>Generally not recommended</b>  <b>Generally not recommended</b>  <b>Generally not recommended</b>	<b>Consider</b>  <b>Consider</b>  <b>Consider</b>  <b>Consider</b>	<b>Recommend</b>  <b>Recommend</b>  <b>Recommend</b>  <b>Recommend</b>

\*All these interventions should be used in combination with other infection control measures, including hand hygiene, cough etiquette, and personal protective equipment such as face masks. Additional information on infection control measures is available at <http://www.pandemicflu.gov/>.

†This intervention may be combined with the treatment of sick individuals using antiviral medications and with vaccine campaigns, if supplies are available.

§Many sick individuals who are not critically ill may be managed safely at home. The contribution made by contact with asymptotically infected individuals to disease transmission is unclear. Household members in homes with ill persons may be at increased risk of contracting pandemic disease from an ill household member. These household members may have asymptomatic illness and may be able to shed influenza virus that promotes community disease.

transmission. Therefore, household members of homes with sick individuals would be advised to stay home.

\*\*To facilitate compliance and decrease risk of household transmission, this intervention may be combined with provision of antiviral medications to household contacts, depending on drug availability, feasibility of distribution, and effectiveness; policy recommendations for antiviral prophylaxis are addressed in a separate guidance document.

††Consider short-term implementation of this measure—that is, less than 4 weeks.

§§Plan for prolonged implementation of this measure—that is, 1 to 3 months; actual duration may vary depending on transmission in the community as the pandemic wave is expected to last 6-8 weeks.

The above interventions that comprise the pandemic mitigation strategy include the following:

1. Isolation and treatment (as appropriate) with influenza antiviral medication of all persons with confirmed or probable pandemic influenza. Isolation may occur in the home or healthcare setting, depending on the severity of an individual's illness and/or the current capacity of the healthcare infrastructure.
2. Voluntary home quarantine of members of households with confirmed or probable influenza case(s) and consideration of combining this intervention with the prophylactic use of antiviral medications, providing sufficient quantities of effective medications exist and that a feasible means of distributing them is in place
3. Dismissal of students from school (including public and private schools as well as colleges and universities) and school-based activities and closure of childcare programs, coupled with protecting children and teenagers through social distancing in the community to achieve reductions of out-of-school social contacts and community mixing.
4. Use of social distancing measures to reduce contact between adults in the community and the workplace in order to decrease social density and preserve a healthy workplace to the greatest extent possible without disrupting essential services (e.g., cancellation of large public gatherings; alteration of workplace environments and schedules; and implementation of remote access/telecommute strategies. Enable institution of workplace leave policies that align incentives and facilitate adherence with the non-pharmaceutical interventions (NPIs) noted in the community mitigation strategy.

The Severity Index categories are defined as follows:

- Generally Not Recommended = Unless there is a compelling rationale for specific populations or jurisdictions, measures are generally not recommended for entire populations as the consequences may outweigh the benefits.
- Consider = Important to consider these alternatives as part of a prudent planning strategy, considering characteristics of the pandemic, such as age-specific illness rate, geographic distribution, and the magnitude of adverse consequences. These factors may vary globally, nationally, and locally.
- Recommended = Generally recommended as an important component of the planning strategy.



**TRIGGERS FOR IMPLEMENTATION OF MITIGATION STRATEGY BY PANDEMIC SEVERITY INDEX  
AND U.S. GOVERNMENT STAGES**

Pandemic Severity Index	WHO Phase 6, U.S. Government stage 3*	WHO Phase 6, U.S. Government Stage 4† and First human case in the United States	WHO Phase 6, U.S. Government Stage 5§ and First laboratory confirmed cluster in state or region¶
1	Alert	Standby	Activate
2 and 3	Alert	Standby	Activate
4 and 5	Standby**	Standby/Activate††	Activate

Alert: Notification of critical systems and personnel of their impending activation.

Standby: Initiate decision-making processes for imminent activation, including mobilization of resources and personnel.

Activate: Implementation of the community mitigation strategy.

\*Widespread human outbreaks in multiple locations overseas.

†First human case in North America.

§Spread throughout the United States.

¶Recommendations for regional planning acknowledge the tight linkages that may exist between cities and metropolitan areas that are not encompassed within state boundaries.

\*\*Standby applies. However, Alert actions for Category 4 and 5 should occur during WHO Phase 5, which corresponds to U.S. Government Stage 2.

††Standby/Activate Standby applies unless the laboratory-confirmed case cluster and community transmission occurs within a given jurisdiction, in which case that jurisdiction should proceed directly to Activate community interventions defined in the above table.

-END-